

Local Government SERVICE

RECONSTRUCTION COMMITTEE REPORT

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THREEPENCE

FAREWELL TO THE GENERAL SECRETARY

EARLY in January, Mr. L. Hill, general secretary of NALGO since its formation in 1909, sailed for the United States en route for Jamaica, where he is to undertake, at the request of the Colonial Secretary, a comprehensive survey of the local government system of the colony, and to recommend reforms preparatory to reconstruction of the central administration. It was characteristic of him that, although given the opportunity of a safer passage by air, at the cost of possible delays while waiting for one of the few aircraft seats available, he chose the more dangerous sea route, in the belief that it would get him there sooner. Having undertaken the job, he was eager to get started on it.

Mr. Hill's formal retirement does not take effect until May 31. In response, however, to a pressing request from Viscount Cranborne, lately Colonial Secretary, the National Executive Council agreed to release him for this important task. The selection of Mr. Hill was, it felt, not only a high tribute to his own outstanding abilities, but an honour for the Association as a whole, and, much as NALGO will miss him, it would not have been justified in standing in the way of his transfer to so important a service to Imperial development.

So long as Mr. Hill remained in office, he firmly refused to allow any reference to his outstanding work for NALGO to appear in *LOCAL GOVERNMENT SERVICE*; indeed, his last instruction was that nothing was to be published about him at any time. "It is the Association that matters," he said; "individuals don't count." That characteristic modesty—and few men in his position have so shunned the limelight as he—explains the meagre references to his departure hitherto made in these pages. Now that he has gone, however, we feel that, in this respect at least, we must ignore his wishes. This journal has a duty to the Association transcending individual desires, and it is clearly its duty now to pay tribute to the man to whom, more than to any other, NALGO owes its present strength and influence.

"NALGO Meant Hill"

"Always to me," wrote Sir Arthur Johnson, for many years the Association's unchallenged leader, "NALGO meant Hill, and Hill meant NALGO." Many of those who, with him, helped to build the Association, will echo those words. His personality has been so closely interwoven with the Association, his inexhaustible energy, organising genius, and imaginative vision, have been the driving force behind so much of its growth, that it is impossible to separate them, or to think of NALGO without him.

The story of his life is the story of selfless devotion to an ideal—the organisation of local government officers, the betterment of their conditions, and the advancement of the local government service as a whole.

Born in Bolton, of Lancashire stock, his first job was in the town hall there, in the

treasurer's department. At that time, Bolton was one of the very few towns in which municipal officers had combined to form a local association, and from the day he joined the staff Hill threw himself wholeheartedly into its activities. He soon became honorary

of notepaper, and an accommodation address in Fleet Street, to bring his vision to life.

He had two other assets—enthusiasm and indomitable courage—and for a long time he needed every ounce of both. Though conditions of employment throughout the service were bad, it was difficult to convince local government officers that national organisation alone would improve them. Year in, year out, seven days a week, Hill would travel the country, supported only by a few stalwarts who shared his convictions, addressing "recruiting meetings" attended by small groups of apathetic officers. More than once the funds were insufficient to pay his small salary. Progress was painfully slow; in five years membership had increased by only 11,000. Then came the war of 1914-18 and the infant association seemed to be faced with ruin. In twelve months it lost nearly 7,000 members.

Fight for Superannuation

Alone of all his colleagues, Hill was unperturbed. When the position seemed blackest—in 1917—he set about reorganising the Association on a democratic basis, with a directly elected executive council, higher subscriptions (by that date standing at 1s. per member), and an organising staff.

His faith was justified. After an initial setback in 1919, when membership fell to 12,000, there began a period of rapid expansion. By 1920 membership had more than doubled, to 29,000, and the growth was maintained until today, after four years of a second world war, it approaches 120,000, and the Association's assets stand around £6,000,000.

From the start, superannuation for all local government officers had been the Association's principal objective. Mr. Hill has himself told the story of the long and chequered struggle to attain it—a struggle which reached success only in 1937. Those who were "behind the scenes" during those often disappointing years can alone appreciate the undaunted faith and untiring zeal he showed; officers who today accept superannuation as a right can have no idea of the endless defeats, rebuffs, obstructions, delays, and setbacks which had to be surmounted. Many times it seemed that the struggle was not worth the effort. But Hill never gave in, and he inspired his colleagues with his own enthusiasm.

In everything he undertook he showed energy and invincible determination. Never were these qualities better demonstrated than in the financial crisis after the last war. Cuts were made in the pay of teachers, police, and other public officers—and only by the masterly handling of a grave and delicate situation were local government officers saved from economic disaster. The document presented by the Association to the Local Government Economy Committee approved by the Minister of Health in 1932 was a model of its kind.

Mr. Hill's declared intention has always been to make membership of the Association so advantageous to the individual that, once he

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secretary, and under his guidance the guild was an outstanding success. But an isolated guild was not enough for him. In common with a small group of far-seeing men, he recognised that local government officers would never achieve the satisfactory conditions—and, in particular, the superannuation provisions—they were seeking until they had a national organisation to frame and press their demands. Inevitably, therefore, the Bolton Guild played a leading part in the negotiations, initiated by Mr. H. E. (later Sir Herbert) Blain (who had founded the first municipal officers' guild, at Liverpool) and Sir Homewood Crawford, city solicitor of London, which led to the amalgamation of the London and eight provincial guilds into the National Association of Local Government Officers.

The Association was a small one—by 1907 it had only 31 branches and 9,000 members—its income was microscopic, with annual subscriptions ranging from 1½d. to 5d. per member, and after the failure of its first efforts to secure superannuation, its future was far from certain. Yet in 1909, when Hill was offered the post of secretary, without an office, without staff, and without even sufficient money in the bank to pay his salary, he had no hesitation in throwing up a safe job and accepting it. Even then he saw the great Association that would grow from such small beginnings, and, as he was so fond of telling, he set to work, equipped only with a typewriter, a few sheets

became a member, he would be compelled, in his own interests, to continue. One ancillary followed another with this double object of benefiting the individual member and "anchoring" him to the Association so firmly and by so many chains that no temporary breeze would pull him away. The Benevolent and Orphan Fund, the Approved Society with its splendid convalescent home, the Building Society, educational facilities—including correspondence institute, lending library, examinations, and summer and week-end schools—the thrift scheme, holiday centres, tours, all sprang from Mr. Hill's fertile brain with such regularity that "NALGO's new baby" became a Conference institution and annual expectation. There never was such an "ideas merchant"; they sprouted from his fecund mind like mushrooms after a September shower. Many were formulated years ahead of their time and were pressed, year after year, with unflagging pertinacity upon a reluctant Council. Many have not yet come to fruition. Many more, perhaps, were impracticable. But of the abundant and never-ceasing supply, some were undoubted winners, and it is to those that the Association today owes most of its ancillaries and much of its strength. Nor were the ideas limited to NALGO. The Institute of Public Administration, the International Union of Local Authorities (which did good work before the war and may play a leading part in international reconstruction after it) and the Citizens' Advice Bureaux all owe their origin in substantial measure to Hill.

It was typical of his breadth of vision that, while he put NALGO first in everything, he never would allow it to be absorbed, as are so many trade unions and professional organisations, purely in the advancement of the personal and professional interests and status of its members. So powerful a body, he urged, had responsibilities and obligations to the community and the nation as well as to its members. There was no "I'm all right—be hanged to the rest" about his brand of trade unionism; he held that it was just as much NALGO's job to see that local government was efficient as it was its job to see that the local government officer was well paid. Some of the finest achievements of the Association—much of its education work, its public relations policy, the evidence it submitted to such bodies as the "Hadow" Committee and, more recently, the Beveridge Committee—derived from this farseeing philosophy.

Nor was his vision limited by national boundaries. He carried his ideal of the organisation of public servants for the common good as well as for their own to the United States, to the Dominions, to the countries of Europe. Under his guidance, and motivated by his drive, the Association achieved first a national, then an international fame.

There can be few men who have given themselves with such selfless devotion to the service of an ideal—and, to him, NALGO was an ideal. For himself, he asked nothing; for NALGO everything. Never once did he apply for an increase in salary; never once did he make a speech at Conference; never once did he seek to advance himself at the expense of a colleague. Whatever credit came his way he passed on to the Association. It is typical of him that, though made a C.B.E. by the King for his service to local government, and an honorary M.A. of Liverpool University for his contribution to education in public administration, he never used the distinctions and refused to have them printed on any Association document. To NALGO he gave everything. Wherever he was, whatever he was doing, NALGO was always in his mind. He never read a book—and he is a wide and voracious reader—without extracting from it a phrase or an idea applicable to NALGO, to be recorded and used on some

future occasion. He never went to bed without having at his bedside a notebook and pencil with which, waking in the small hours, he might jot down some new scheme that had just emerged from his subconscious. Even on holiday his mind would not rest from the absorbing subject, and his staff grew to dread the day of his return when he would spill from his pockets a bundle of envelopes, their

"BRAINS TRUST" HELD OVER

Owing to pressure on space, the report of last month's session of the NALGO "Brains Trust" is held over. It will be published in the March journal.

backs covered with the notes, ideas, instructions that had occurred to him while tramping the moors at Matlock or playing golf at St. Annes.

An indefatigable worker, he never left the job. Though he was devoted to his family, they saw little of him: even after NALGO had become well established he considered himself lucky if he spent two week-ends out of 52 at home. Saturdays, Sundays, and weekday evenings he would be visiting branches, addressing meetings, calling on colleagues. Wherever he went his correspondence must follow him, and before breakfast, after dinner, in the train, you might find him with a bursting

Mr. J. Simonds, M.A., Appointed New General Secretary

AT the meeting of the National Executive Council on January 16 it was unanimously resolved, on the recommendation of the finance and general purposes committee, that Mr. John Simonds, former deputy general secretary and legal secretary of the Association, be appointed general secretary in succession to Mr. L. Hill, and that Mr. J. B. Swinden, organising secretary, be appointed deputy general secretary.

Both these appointments will take effect from June 1, 1943, the day after Mr. Hill officially retires. In the meantime, Mr. Simonds will be acting general secretary, in accordance with the decision of the council at its October meeting. Mr. Swinden's duties as deputy general secretary will include those at present attaching to his position as organising secretary.

Mr. Simonds, who is an M.A. of Oxford University and a barrister-at-law, became assistant secretary of the National Poor Law Officers' Association, Incorporated, in 1910. Two years later he was appointed secretary of that Association and of its newly-formed Approved Society under the first National Health Insurance Act.

He served in the Army in the First World War from 1914 to 1919, attaining to the rank of major. On demobilisation he returned to his duties as secretary of the National Poor Law Officers' Association and its approved society, and at the same time was appointed secretary of the insurance company which is now known as Logomia.

In 1930, when the National Poor Law Officers' Association and its ancillaries were amalgamated with NALGO, Mr. Simonds became the legal secretary and insurance secretary of NALGO and general manager of Logomia. In 1936 he was also appointed deputy general secretary of NALGO.

As legal secretary, Mr. Simonds has been responsible for the great expansion in the Association's legal work which, as successive annual reports have shown, has been of outstanding value in the protection of members' interests. Under his control the legal department conducts all cases undertaken as part of the Association's free legal defence of members, scrutinises all legislation likely to affect members, makes representations to Government departments on their behalf, deals with large numbers of legal queries, and generally

file, answering letters, drafting memoranda. Even during the present war, when there was every excuse for avoiding a journey, scarcely a week would pass but he would be travelling, in crowded, blacked-out, and foodless trains, between Croyde and London or London and some distant town. Often, arriving in London on a Saturday, he would let himself into the empty office on Sunday morning and spend the greater part of the day there: even on Christmas morning, at Croyde Bay, when the staff had all gone, he would go alone into the office, open the mailbag, and run through all the post, answering by hand every urgent letter.

In losing him, NALGO loses a great general secretary—and a great man. What the Association, what each one of its members, what local government owes to him, to his wide vision, his extraordinary energy and drive, his agile and fecund mind, his devoted enthusiasm, and his unwavering faith, none of us can assess. All we can say is that but for him the Association could never have been what it is today, and that we shall not meet his like again, for his was a unique personality. We wish him God speed in his new and responsible task. That he will make a success of it we are confident. And that, wherever he may go, he will no more forget NALGO than NALGO will forget him, we are certain.

ensures that the fullest and best legal protection and assistance is available to the Association. Mr. Simonds is a leading expert on superannuation and in 1938 published an authoritative book on the Local Government Superannuation Act, 1937.

In a short speech after his appointment as general secretary, Mr. Simonds expressed gratitude to the council for the great honour conferred upon him. He intended, he said, to strain every effort to make a success of the task and to justify the trust placed in him. In that, he was confident that he could count upon the loyalty and whole-hearted co-operation of all members of the Association's staff and on the friendship and support of members of the council, of which he had already received many evidences. He would do all in his power to retain that friendship and if, at the end of his service, it could be said of him that he had served NALGO faithfully and well he would be a happy man.

Mr. Swinden has spent over thirty years in the service of NALGO, first joining the Association in 1910 when he was employed as an officer in the distribution department of the Sheffield corporation waterworks. He founded and edited for fifteen years the Sheffield Municipal Officers' Journal and was one of three members of the Sheffield branch who negotiated with the city council on service conditions matters affecting the staff.

Mr. Swinden was a member of the Yorkshire district committee and of the West Riding provincial Whitley council for many years, until his appointment as divisional secretary for the Yorkshire and North-Eastern districts in 1925. On the retirement of the late Mr. W. Percy Fox in 1936, Mr. Swinden was appointed organising secretary at headquarters.

During the war he has dealt with many difficult problems, and has successfully appeared before the Industrial Court and National Arbitration Tribunal on cost-of-living bonus applications in respect of a number of branches.

In thanking the council for the confidence they had placed in him by promoting him to the position of deputy general secretary, Mr. Swinden recalled his long connection with NALGO, and added that he would continue to give his best services to the Association.

A NEW STRUCTURE FOR LOCAL GOVERNMENT

National Commission
to Re-adjust
Boundaries

All-Purpose Local
Authority for
Each Area

Provincial Councils
to Co-ordinate
and Plan

RECONSTRUCTION COMMITTEE'S REPORT

We publish below the Interim Report of the NALGO Reconstruction Committee on the Reform of Local Government Structure. The report is presented, not as a statement of NALGO policy, but as an expert and independent contribution to the problem of the future of local government which, it is hoped, will serve as a basis for discussion. The Committee proposes to present further reports on other aspects of the problem, and in the meantime we shall welcome the views of readers on this one.

1. Historical Background

1. Local government in its present form is little over one hundred years old. Although rooted in the remote past, the system as we know it today originated in 1834, when the Poor Law was reorganised and local Boards of Guardians set up to administer it, and in 1835, when the Municipal Corporations Act standardised the constitution to be bestowed upon municipal borough councils and regulated their functions.

2. Since 1835, local government administration has developed rapidly, particularly in the past fifty years. Six main tendencies may be observed in that development.

(i) A shift of emphasis from regulation to welfare as the primary purpose of local government. Up to 1835, and to a large extent up to the later years of the nineteenth century, the main function of local government was considered to be the abatement of nuisances. Thus, poor law legislation was designed, in the main, to keep in check the nuisances resulting from extreme poverty: public health legislation to minimise the evils of insanitary conditions and reduce the incidence of epidemic disease; and other legislation affecting local government to abate public inconvenience resulting from such factors as crime, badly kept and inadequate roads, and urban congestion. With the spread of education and the development of liberal reformism, however, this negative view of the purpose of local government was gradually replaced by the more positive one which regarded its primary function as the provision for all citizens of the means to a fuller, healthier, happier, and more cultured life. Under the pressure of this reforming spirit, local authorities acquired or had imposed upon them a rapidly extending range of powers for the alleviation or cure of sickness; the cultivation and protection of health; the provision of education, elementary, secondary, and technical; the making, maintenance, lighting, and cleansing of streets; the provision of good housing and of social and cultural amenities such as baths, libraries, museums, art galleries, parks and playing fields, public halls, and even orchestras; the supply of water, gas, electricity, and public transport; the protection of the citizen from crime and fraud, and the control and planning of their areas for the benefit of the community as a whole. As a result of this widening concept of the function of the local authority, there is today scarcely a single human activity in which it does not play a beneficent and constructive part.

(ii) The development of local initiative and experiment in meeting new problems and needs. It is probably fair to say that the main incentive towards better local government has come from below, i.e. from the local authorities themselves, and that most of the social services which form an essential part of the

government departments, from which they receive an ever-growing volume of administrative directions.

(iv) A simplification of authorities and areas, with a coincident transfer of more duties to local authorities of a general as distinct from an *ad hoc* character. This, however, is a relatively late development. In the earlier expansion of local government functions, the tendency was the reverse one of establishing a separate *ad hoc* authority for the performance of each function—a tendency which led Viscount Goschen in 1871 to describe the position then as “a chaos as regards authorities, a chaos as regards rates, and a worse chaos than all as regards areas.” The end of that tendency and the appearance of the modern one of consolidation is marked by the recommendation of the Royal Sanitary Commission in 1871, that “there should be one local authority for all public health purposes in every place, so that no area should be without an authority or have more than one,” and the earlier advocacy by John Stuart Mill in his “Representative Government,” published in 1851, that there should be one local authority for all purposes.

(v) An increasing “democratisation” of local government, marked by a steady change from nominated to elected authorities, and a constant widening of the franchise, both for those who may elect and those who may be elected.

(vi) More recently, the transfer of the control of certain services whose functioning has outgrown purely local areas to specially appointed bodies of a regional or national character, not democratically elected.

3. Important stages in the development of local government since 1835 were:

The creation of local Boards of Health in 1849, of School Boards in 1870, and of the Local Government Board in 1871.

The division of the country into urban and rural sanitary districts in 1872.

The organisation of the whole country for health purposes under the Public Health Act of 1875.

The creation of county and county borough councils in 1888 and of district and parish councils in 1894 (as a result of which the local government administration of the whole country, apart from the City of London, came under the control of popularly elected bodies).

The transfer of education from *ad hoc* Boards to the general local authorities in 1902.

The creation of the Ministry of Health in 1919; and

The transfer, in 1929, of the duties of Boards of Guardians to county borough and county councils.

A FOUR-PART PLAN

The major recommendations of the Reconstruction Committee (whose report should, however, be read in full to obtain a balanced view of the proposals) include:

● The setting up by the Government of a permanent Local Government Boundary Commission.

● The division by this Commission of the whole of England and Wales into a number of directly-elected all-purpose authorities with populations ranging (save in exceptional cases) between 100,000 and 500,000.

● The establishment of a number of Provincial Councils, indirectly elected by the constituent all-purpose authorities, to plan and co-ordinate services which require for their efficient provision a wider area or greater population than any single all-purpose authority could provide.

● Special provisions to preserve, within this scheme, the civic interest and, as far as is consonant with adequate services, the corporate independence of existing urban units in rural areas.

The report deals only with local government in England and Wales, excluding Scotland and the Metropolitan area, which are to be dealt with separately.

work of local government today sprang from the pioneer enterprise and experiment of individual local authorities rather than from reforms introduced by Parliament—though Parliament may subsequently have adopted the policies exemplified in these local efforts and given local authorities generally the power or duty to apply them.

(iii) An increasing national regulation and control of local government services. This development has followed the local initiative referred to above, and is today tending to supplant it. It is the result of three main factors—the abolition of distance by modern transport, which has ended the former relative isolation of local communities; a more active national conscience stimulated in recent years by the Press, radio, and the expansion of popular education, and demanding higher standards and a greater degree of uniformity in service; and an increase in the proportion of national funds granted to local authorities to enable them to fulfil their functions. Central control has developed materially in the past few years, and particularly since the outbreak of war, with the result that, today, local authorities have, in respect of certain services, become little more than local agencies of

4. All these and many other measures contributed towards the development of the present structure of local government, established it upon a fundamentally democratic basis, and helped to adapt it to the developing conception of its function as an active agent of social well-being. It must be observed, however, that at no time has Parliament taken the bold step of surveying the situation as a whole and creating a new structure specifically designed to meet it. Even the Act of 1835, drawn up in an atmosphere of radical reform, failed to create a general integrated structure, and left the multiplicity of *ad hoc* bodies in existence, many of them to continue until the end of the century. For the most part, legislation has been little more than piecemeal, designed to provide a particular service at a particular time, and grafting it upon the existing structure, whether or not that structure was able adequately to support it. In short, the need for integration of social services has led to a series of reforms, none of which has quite succeeded in its objects, while the increase in the powers and functions of local authorities has created a demand for an increase in their size to enable them to perform those functions. Moreover, much of the legislation affecting local government has been permissive only—empowering progressive authorities to provide good services but doing little to compel backward authorities to make use of the powers provided.

II. The System Today

5. The result is seen in the local government system today, which, though capable of meeting most of the demands made upon it, is patchy and illogical; complex in structure; sometimes, of necessity, more expensive than it would be if the structure were less complex; often subjected to statutory restrictions where it might be free, and free where national control would be desirable; failing to attain the fullest co-ordination between authorities and services; displaying wide variation in the range and quality of the services it provides;

and too frequently failing to command the understanding and support of the community it was created to serve and upon which its vigour and efficiency depend.

6. A complete examination of the system involves assessment of its efficiency from a number of angles:

- (i) Administrative and geographical structure;
- (ii) Powers, duties, and requirements of individual services;
- (iii) Financial resources;
- (iv) Relations with the Central Government;
- (v) Relations with the community—i.e. the "consumers" of local government; and
- (vi) Personnel, both directive and administrative.

7. All these factors are inter-related, but at the outset of our discussions we took the view that the most important was that of administrative structure. Once the most suitable structure could be determined, we felt, many of the subsidiary problems would be automatically solved, while the solution of the remainder would be simplified. During the early period of our work, therefore, we devoted ourselves almost exclusively to the structure of local government, and this report deals primarily with that single aspect.

III. Types of Authority

8. Local government in England and Wales today is administered by 1,530 local authorities of six different types:

83 county boroughs having complete and comprehensive powers in their own areas, within the limits of Parliamentary sanction, and subject only to over-riding judicial and departmental administrative control;

62 county councils responsible within their administrative areas for health, public assistance, town and country planning, education, highways, police, and civil defence services, save to the extent that these are wholly or in part carried out by the non-county boroughs and the districts and parishes;

309 non-county boroughs, and 572 urban

district councils, having a range of varied powers for the administration of local services and, in many instances, carrying out education, police, planning, and highway services (or parts of them), in their own areas;

29 metropolitan boroughs with powers roughly equivalent to, though rather more restricted than, those of the boroughs and urban districts; and

475 rural district councils with more restricted local powers.

9. In addition to these, there are 7,000 parish councils and about 4,100 parish meetings whose powers, mainly adoptive, include the provision of land and buildings for public offices and meetings, the provision of allotments, recreation grounds, and street lighting, and the maintenance of public footpaths. The primary value of the parish council and the parish meeting, however, lies in its power to safeguard the interests of the parish should they be threatened, and to complain to the county council against any neglect of its duties by the rural district council in whose area the parish is situated. There are also about 600 miscellaneous authorities created for specific purposes, ranging from sewerage and land drainage to the supervision of London squares.

Complex and Illogical

10. Not only is the structure so complex that few people outside the ranks of those actively engaged in local government understand it, it is, in many respects, inconsistent and illogical in relation to the areas administered under it. It might be assumed, for example, that the local authorities with the smallest populations and the poorest financial resources would exercise the most limited range of powers, whereas the authorities with the largest populations and revenues would have the widest powers and enjoy the highest status in the administrative hierarchy. How far removed this is from the position in practice is shown by the accompanying tables and by the following illustrations (the population and revenue figures being those of 1939):

(i) Fourteen rural districts and 21 urban districts have populations exceeding 40,000, whereas two county councils, one county borough, and 230 non-county boroughs have populations below this figure;

(ii) Four rural districts and eight urban districts have populations exceeding 60,000—greater than the individual populations of eight county councils and ten county boroughs;

(iii) A rural district containing 80,000 people and an urban district of 190,000 exist side by side with a county borough of 26,000 and a non-county borough of 918;

(iv) Five rural districts cover areas of over 200,000 acres—greater than the individual areas served by six county councils;

(v) One county council has an area smaller than the individual areas of 269 rural districts;

(vi) Another county council has a population smaller than the individual populations of 154 rural districts;

(vii) Twenty-seven rural districts possess rateable values greater than the individual rateable values of six county councils and 194 non-county boroughs;

(viii) The area of one county council is almost entirely urban;

(ix) One county borough with a population of 62,000 has a rateable value lower than that of another county borough with a population of only 26,000.

Many Small Authorities

11. More remarkable still is the number of small authorities, i.e. authorities serving a small population, or possessed of a low rateable value; thus:

Of the 62 county councils, 13 serve populations below 100,000, whilst six serve populations exceeding 1,000,000;

I. POPULATIONS OF LOCAL AUTHORITIES (England and Wales, excluding L.C.C. and Metropolitan Boroughs)

000's	County Councils.	County Boroughs.	Non-county Boroughs.	Urban Districts.	Rural Districts.	Total.
Over 1,000	...	6	1			7
500—1,000	...	5	3			8
Total over 500	...	11	4			15
400—500	...	7	2			9
300—400	...	8	1			9
200—300	...	10	11			21
100—200	...	12	26	11	2	51
Total 100—500	...	37	40	11	2	90
90—100	...		8	3	1	12
80—90	...	3	3	1	1	9
70—80	...		8	6	1	15
Total 70—100	...	3	19	10	3	36
60—70	...	2	10	13	3	31
50—60	...	3	7	13	5	28
40—50	...	3	2	32	8	55
30—40	...		46	26	29	101
20—30	...		38	67	74	180
Total 20—70	...	8	20	142	109	395
15—20	...	2	21	66	99	188
10—15	...		30	93	110	233
Total 10—20	...	2	51	159	209	421
5—10	...		32	150	112	294
Under 5	...		63	149	37	249
Under 10	...		95	299	149	543

Of the 83 county boroughs, 20 serve populations below 70,000, whilst 18 have populations above 200,000;

Of the non-county boroughs, 12 have populations below 2,000 and no fewer than 63 have populations below 5,000, whilst 11 have populations exceeding 100,000;

Of the 1,530 local authorities in the country (other than rural parishes) 964—nearly two-thirds—serve populations of fewer than 20,000. These include two county councils, 146 non-county boroughs, 458 urban districts and 358 rural districts. As many as 249 local authorities, including 63 non-county boroughs, 149 urban districts, and 37 rural districts, have populations below 5,000.

In Wales alone there were, in 1937, no fewer than 40 local authorities in whose areas a penny rate produced less than £50. These included nine non-county boroughs, 23 urban districts, and eight rural districts. Of these authorities, one borough and one urban district each enjoyed revenues giving them a penny rate product of only £12.

12. Moreover, many areas which, 50 years ago, consisted of a number of separate towns and villages, have been so built up as to consist today of a single homogeneous urban area, while there exist parishes in urbanised rural districts which have become towns of 10,000 population (larger than many boroughs) without any change of status. It is true that legislation has recognised size of population as a factor calling, in some instances, for advancement in the status of a local authority and, in others, for the extension of its functions, and that the Local Government (County Boroughs and Adjustments) Act, 1926, and the Local Government Act, 1929, provided machinery for the adjustment of areas and the elimination of redundant or inefficient authorities. But there has yet been little time for the effective and widespread use of this machinery and its potential value is limited by certain defects. It is cumbersome and expensive; it must take into account considerations of sentiment and prestige which have no relation to efficient administration; the possibilities of adjustment are limited by county boundaries (which do not necessarily coincide with the limits of developing areas); and expansion of one authority is frequently opposed by adjacent authorities solely on the ground that they might lose a proportion of their rateable value and suffer a loss of prestige to the expanding authority.

Unequal Resources

13. On the other hand, legislation has not admitted revenue resources as a condition of local authority status, although this factor is important in spite of the effect of the Exchequer grant under the Local Government Act, 1929, since upon it must largely depend the ability of a local authority to provide the services required of it. Here again, the picture shows wide variations. For example:

Forty-four non-county boroughs have rateable values exceeding £500,000 (eight exceeding £1,000,000), compared with 14 below £10,000 and 81 below £50,000;

Eight urban districts have rateable values above £500,000, compared with eight below £5,000, 30 below £10,000, and 108 below £20,000.

14. Legislation has, for the most part, distributed functions among the county councils, county boroughs, boroughs, and districts as such. It is manifest that when administrative areas, populations, and financial resources differ as widely as they do, even among authorities of the same type, such "automatic" distribution of functions can have no regard to the suitability of each authority to administer the services allocated to it. There is ample evidence that, especially in the case of new measures calling for urgent application, this system has, in fact, accentuated the previous maladjustments between authorities, areas, and services.

2. RATEABLE VALUES OF LOCAL AUTHORITIES (England and Wales, excluding L.C.C. and Metropolitan Boroughs)

	County Councils.	County Boroughs.	Non-county Boroughs.	Urban Districts.	Rural Districts.	Total.
R.V. over £700,000 (i.e. with penny rate product exceeding £2,800 approx.)						
Over £7 million ...	6	1				7
£5-7 million ...		2				2
£3-5 million ...	8	3				11
£1-3 million ...	22	21	8	1		52
£700,000-£1 million ...	5	19	17	2		43
Totals over £700,000 ...	41	45	25	3		115
R.V. between £500,000 and £700,000 (i.e. with penny rate product between £2,000 and £2,800 approx.)						
£600,000-£700,000 ...	3	5	6	3		17
£500,000-£600,000 ...	3	9	13	2		27
Totals ...	6	14	19	5		44
R.V. between £300,000 and £500,000 (i.e. with penny rate product between £1,200 and £2,000 approx.)						
£400,000-£500,000 ...	2	11	12	6		31
£300,000-£400,000 ...	2	9	24	8	4	47
Totals ...	4	20	36	14	4	78
R.V. below £300,000 (i.e. with penny rate product below £1,200 approx.)						
£100,000-£300,000 ...	9	3	103	130	105	350
£80,000-£100,000 ...	1		13	42	39	95
£60,000-£80,000 ...			21	68	69	158
£40,000-£60,000 ...			20	76	97	193
£20,000-£40,000 ...			37	126	110	273
£10,000-£20,000 ...			21	78	39	138
£5,000-£10,000 ...			12	22	10	44
Under £5,000 ...			2	8	2	12
Totals ...	10	3	229	550	471	1,263

IV. The System in Practice

15. All with full knowledge of the operation of local government are agreed that, hitherto, it has, on the whole, performed all the tasks required of it with a considerable degree of efficiency. Nevertheless, it must be admitted that the structure possesses serious defects and shortcomings which, although they may not always or everywhere have seriously affected the quality of services now performed, are likely to have an increasingly hampering effect upon the performance of such services and additional services in the future. Local government, in short, has done and is doing a good job—but with a more efficient structure it could do a much better one.

16. The tendency today is to throw ever greater burdens on the local authorities, and all concerned with national and local administration are agreed that they will be given still heavier tasks in the future. New conceptions of social welfare, national planning of town and country, rehousing, the redistribution of industry, extension of education—all will call for a local government system that is strong, flexible, and capable. Local government can meet the demands of the future—but it must be given the scope and machinery to do so effectively.

17. A more efficient structure is, of course, not the only requirement. The demands of the future will call also for a higher standard of councillor and officer, and for a more intelligent electorate, imbued with a keen civic spirit. Since this report is concerned purely with structure, however, these important factors and the means of securing them are not further discussed here; we hope to deal with them in a subsequent report.

V. Defects of the System

18. The principal defects of the present local government system which stand in the way of its attaining full efficiency may be summarised as:

(i) The high proportion of small authorities possessing inadequate population and financial resources for the provision of services of the standard required today;

(ii) Public apathy towards local government;

(iii) Inadequate means of co-operation between authorities;

(iv) The lines upon which the system at present meets the differences between urban and rural administration, and the consequent repercussions upon the functions, powers, and duties of authorities;

(v) Unsuitable administrative boundaries;

(vi) Overlapping and duplication, resulting from the division of services between authorities outside the county boroughs;

(vii) Unequal standards of service;

(viii) The undue influence of local vested interests;

(ix) Complexity of structure.

19. Most—though not all—of these defects are more apparent in the areas of the smaller authorities, and would appear to be a direct result of their inadequate size and resources. The small authority, for example, frequently lacks the rate revenue necessary for the provision of services of the range and standard required today; it cannot pay the salaries necessary to attract an able and qualified staff; as a result of its relatively low status and lack of executive powers, it fails to attract the best type of councillor; and with a council and staff of inferior calibre, it is more susceptible to the pressure of vested interests and the more undesirable features of party politics. Further, the small authority is unable, by reason of its inadequate financial resources, to take the fullest advantage of technical and scientific developments which call for a high population figure and substantial expenditure if many modern services are to be provided efficiently and economically.

20. Other of the disadvantages of the present system listed above are common to all authorities and merit fuller consideration:

21. **Public Apathy** towards local government is largely a result of the widening of public interest beyond the limited and rigid area of the local authority, and of the competition of many other interests. Today, large sections of the population work in the area of one local authority and live in the area of another, thus having little interest in the affairs of either. Where this factor is not present, the public is baffled by the complexity of local government organisation and procedure, and fails to take any active interest in it beyond making periodical

protest at the amount it is required to pay in rates for services, the purpose, extent, and value of which it rarely appreciates. As a consequence of this apathy, it is probably true to say that in most areas—and in those of the county councils most of all—local government, whilst theoretically democratic, is in fact left in the hands of a few people, of whose competence the ratepayers as a whole have little knowledge and in whose activities they show little interest.

22. Inequality in the standard of services provided, whilst partly a result of the inadequate resources of the small authority, is apparent also among the larger authorities. Striking evidence of this inequality of provision in respect of housing, water supply, sanitation, health services, and education was provided in the report, published in 1939, of the Committee of Inquiry into the Anti-Tuberculosis Services in Wales and Monmouthshire, and parallel examples may be found in both England and Wales in respect of these and other services. The variations in the death rates from specific diseases in different parts of the country illustrate one part only of the price paid by the nation for this disparity in the standard and quality of local government services.

23. Inadequate provision for co-operation and co-ordination between authorities and services is a frequent cause of criticism and applies to authorities of all types. It has long been recognised by the more progressive authorities, and steps have been taken to remedy it by the creation of more joint boards and committees. Today, for example, there exist more than 1,100 joint bodies of this kind, including:

- 212 joint hospital boards or committees;
- 56 joint water boards or committees;
- 5 gas boards or committees;
- 40 sewerage boards or committees;
- 145 joint town planning executive committees;
- 42 joint town planning advisory committees;
- 79 joint burial boards (parish councils);
- 104 joint burial boards (other than parish councils);
- 19 joint committees of parish councils (other than for burial purposes);
- 314 other joint boards and committees;
- 81 visiting committees of mental hospitals;
- 21 vagrancy committees.

Many Disadvantages

24. But this general trend towards the creation of joint bodies is of itself a criticism of the deficiencies of the system it is designed to remedy, demonstrating both the existing lack of co-ordination and the need for large local authorities to provide for unified administration within homogeneous population groups. Moreover, the method of attaining co-ordination through joint bodies is haphazard and has certain obvious disadvantages:

(i) Such joint bodies are formed only where initiative provides for their formation and local agreement makes it possible, and not necessarily in all areas where they are required, nor for all purposes for which they would be of advantage, having regard to the deficiencies of the general structure:

(ii) The constitution and powers of joint bodies vary widely, since their scope and financial basis, the representation of the appointing authorities upon them and the degree of responsibility they bear to those authorities, must all be determined separately for each board or committee. These factors create considerable difficulties in the functioning of such joint bodies.

(iii) Joint bodies do not necessarily cover the areas most suitable for their purpose, which frequently differ from the combined areas of the participating authorities. A good example of this is provided by Joint Water Boards or Committees, whose boundaries rarely include the whole of the natural catchment area for the district they serve.

(iv) Cases frequently occur of authorities standing aside from joint schemes whose areas adjoin their own on all or nearly all sides. For example, the areas of many of the 187 Joint Planning Committees partially or entirely surround an important town (often the only important town in the area) which, though it should have formed the logical centre, yet remains outside the scheme and has no part in the developing plan. Professor Patrick Abercrombie speaking of the development of planning powers in "A Dissident Memorandum" appended to the Report of the Royal Commission on the Distribution of the Industrial Population, says on this point:—

"... in spite of the growth of the practice of grouping local authorities into Joint Committees for the preparation of schemes and the efforts of the Minister of Health to persuade them to continue to co-operate for the administration of the schemes when approved, it is still possible, *inter alia*, to point to a great city which has no statutory arrangements with the rural districts which march upon its borders; to a county district of small extent, which, though surrounded by a large Joint Committee, resolutely refuses to give up its planning independence and which has prepared a scheme of incongruity and incompetence; and to a whole county in which rapid development is taking place, and whose beauties are being destroyed, without any planning resolution whatever being passed."

It is clear, therefore, that adequate co-ordination requires both larger local government areas, and a more scientific method of securing co-operation between them.

25. Undesirable division and overlapping of services is found particularly between county councils and the district councils within their areas, as well as between local authorities and state and voluntary agencies. Examples may be seen in:

(i) **Education**, where the county is responsible for higher education, while the larger boroughs and districts within its boundaries are individually responsible for elementary education;

(ii) **Medical Services**, where the child welfare authority is responsible for the health of the child up to the age of five; the education authority takes responsibility while the child is at school; and after school age responsibility is shared by a number of agencies, State, local government, charitable, and private;

(iii) **Tuberculosis**, where the district council receives notifications and passes them on to the county council and the district council's officers visit the homes of patients not removed to a sanatorium and are responsible for their environmental welfare, while their treatment is dealt with by the county council;

(iv) **Milk Supply**, responsibility for which is shared between the county, which looks after the administration of the Milk (Special Designation) Orders; the district council, whose sanitary inspector is responsible for the construction, cleanliness and registration of cowsheds and other milk-producing premises; and the State, which administers the veterinary services—three separate officials thus being required to visit each individual farm;

(v) **Highways**, responsibility for which is shared between the Ministry of Transport and county, county borough, non-county borough, urban and rural district councils;

(vi) **Libraries**, where no fewer than 54 towns possess both municipal and county libraries, each with a duplicate stock of books, and where libraries of adjoining areas are situated close to one another, while other boundary districts are without a library because the populations within each boundary do not justify one, though jointly they would do so.

Divided Administration

26. Differences between rural and urban administration.—While the general trend in mainly urban areas of substantial population is to concentrate all administration in the hands of a single local authority—the county borough—empowered to provide all local government

services, in the mainly rural areas administration is divided between the county council, the borough councils, and the urban and rural district councils, each with a differing range of functions. This division of responsibility in the mainly rural areas inevitably causes inequality of service and confusion in the mind of the electorate. The system worked in the past, when rural areas were largely self-contained, with needs and interests differing materially from those of the urban areas. Today, however, when progress in transport and industry has led to a growing community of interest between the two types of area, and when country dwellers are increasingly demanding urban standards of health, utility, and amenity services, which the rural authorities are unable to provide, the system is out-of-date and inadequate. The requirements of both urban and rural areas have grown sufficiently similar to call for the same type of local authority for each, possessed of a similar range of functions and similar means of carrying out those functions.

27. Complexity of the local government structure is, as has already been pointed out, a major cause of the public apathy from which it suffers today. It is also a cause of much public inconvenience, since few citizens are conversant with the ramifications of the many services and types of authority, and cannot readily discover what authority is responsible for a particular service or to whom they must turn for help and advice. This complexity is illustrated by the existence of the Citizens' Advice Bureaux, much of whose time and energy is devoted to guiding the citizen through the maze of authorities and services.

VI. Effects of the War

28. Though our local government system was never designed for the emergencies of total war, all who have had close experience of its working are agreed that it has responded magnificently to the unexampled demands made upon it in the field of civil defence, post-raid welfare, rehousing, repair of damaged properties, emergency feeding, hospital re-organisation, the evacuation and reception of evacuees, and the billeting of war workers.

29. The Minister of Health paid tribute to this response of local government to wartime needs in his Annual Report for 1941-2 when he said:

"No praise can be too high for the part played by the local authorities during three years of war. They have, many of them, had to struggle to keep their heads above water. Calls have been made and continue to be made upon them to release man-power and woman-power for national service. They have been asked to continue and develop familiar functions, and have responded willingly, with results that may well influence future administrative policy. But the imperative duty laid upon authorities has been one of innovation—innovation of a whole host of new services... All serve to demonstrate to the future historian that this war could not have been carried through on the Home Front without the work of the local authorities."

30. In so far as deficiencies have been revealed in wartime administration, they have resulted from the previously recognised defects in the administrative structure. The fact that "bombs do not respect borough boundaries" has demonstrated both the artificial nature of many present areas and the need for better co-ordination of services and policy. The demand for swift decision to meet war-time emergencies has exposed the tendency to delay inherent in the existing system. It would be possible to cite many examples from the war period in which these defects of structure and administrative method have hampered the efficient performance of the duties placed upon local authorities and have been the cause of public hardship and inconvenience.

31. A number of drastic measures have proved necessary to adapt the local government machine to war needs, and though these have been officially described as temporary improvisations only, their probable influence on future developments must be taken into account in any consideration of the post-war position.

32. Most important of these measures was the division of the country, before the outbreak of war, into twelve Civil Defence Regions, in each of which a Regional Commissioner was appointed as direct representative of the government, with wide and undefined powers.

33. This emergency organisation was designed to take effect only in the event of invasion or similar grave emergency, when parts of the country might be cut off from effective contact with the Central Government. As soon as heavy air attacks began, however, it was found necessary to use the machinery to secure the speed and co-ordination necessary in dealing with their effects. Results varied widely—an outcome of the undefined powers of the Commissioners and the differing personalities of the individuals appointed to the posts. Everywhere, however, the grant of authority to the Regional Commissioners diminished the autonomy of local authorities and strengthened Government control over their activities.

34. Whatever may be thought of the results of this experiment—and there is abundant evidence that both local authorities and their officers view it with disfavour and will press for the abolition of the system as soon as practicable—it must be recognised that post-war circumstances are likely to demand far greater co-ordination over wide areas and swifter executive action than was required in the past, and that local government must be prepared to meet these demands. Should it fail to do so then "outside" co-ordination may be forced upon it and agencies not responsible in any way to local electorates may assume control of many services.

"Government by Circular"

35. Another war-time phenomenon has been the great extension of "Government by Circular." This had begun before the war when, with the extension of the system of government grants, government departments sought more and more to control the services for which these grants were provided. Inevitably, the war-time need for services on a national scale and the necessity for uniform control of public activities increased this tendency, with the result that today local authorities are, in many respects, required to act simply as agents for the Government, carrying out detailed instructions upon the preparation and execution of which they have not been consulted. In the fire service this tendency has been carried to its logical conclusion by the complete nationalisation of the service and its removal altogether from local control. It is significant of the modern trend that the creation of the National Fire Service has been followed by suggestions that other major services, such as those of health (including hospitals) and social welfare, should be taken out of the hands of the local authorities and placed under national control and administration, largely because it is easier and quicker to establish national control than it would be to adapt the complex local government system to provide the necessary co-ordination and speed of action. War-time experience, therefore, demonstrates that local government is today faced with two alternatives: either it must drastically amend its structure to enable it to achieve the degree of co-ordination, equality of standard, and speedy decision and execution over wide areas required by modern conditions; or it must submit to a much greater degree of Governmental control than has hitherto been imposed upon it, even to the cession of its most important services to the central State machine, with the consequent dangers of remote control and responsibility and bureaucratic tendency.

36. Nevertheless, though war circumstances have increased the amount of outside interference with the activities of local authorities, they have simultaneously confirmed the value of leaving executive action to the man on the spot. He alone knows the character and needs of the local population and the best means of meeting those needs. He knows the

mind of the public and its probable reactions. He knows best how to secure public support and co-operation and how to educate opinion if education is needed. Experience has repeatedly shown that, while outside control may be necessary to secure co-ordination, the best provision is made when the local authority and its officers are allowed to follow their own methods, provided they are granted adequate powers and resources. To the extent that central direction may be necessary, it must avoid punctilious specification of detail. To the extent that central control is required, it must avoid the expansion of clerical work involved in the submission of petty items for specific sanction.

VII. Basic Principles of Reconstruction

37. The foregoing brief analysis of the present position has shown, it is suggested, the need for a thorough reconstruction of the local government machine if it is to perform efficiently the many duties which will fall to it after the war. Before discussing what form that reconstruction should take, however, it seems desirable to stress certain fundamental principles which any proposed changes should observe. These principles may be stated as follows:

38. **Local Government must remain democratic.** The right of the community to control the public services provided to meet its own needs, and to provide new services if and when the need for them arises, is an essential part of the democratic way of life to which this country is pledged and in defence of which it is now at war. It is often argued that non-democratic administration, for example by a bureaucracy or by non-elective *ad hoc* bodies, would be more efficient and would secure more rapid, more uniform, and more economical results. In the long run that has seldom proved true. Moreover, while efficiency must be regarded as an essential aim of administration, popular sentiment and tradition would not support its pursuit at the expense of democratic control. There is, indeed, strong support for the view that efficiency immediately achieved at the expense of democratic control is self-defeating over any extended period of time, resulting eventually in inefficiency.

39. In recent years, it must be admitted, the democratic façade of local government has shown serious cracks. As has already been described, public apathy, the complexity of local government machinery, the development of local party politics, the pressure of extraneous interests, and increasing intervention by Government departments, have combined to lead, in some areas, to a decline in popular control of local government and its replacement by control by agencies outside the elected representative or by Government departments and officials. This is a dangerous development, and any reconstruction of local government should be designed to counter it by increasing popular interest and control.

40. It is equally essential that local authorities themselves should take more active steps to keep a finger on the pulse of popular feeling and interest. Local government should regard itself as the laboratory of social service, translating public need into administrative action, and explaining administrative action in terms of public need. A "public relations" policy and machinery are essential to the local authority of the future.

Powers and Resources

41. **Local authorities must possess adequate powers.** This principle follows naturally from the first, since nominal democratic control is meaningless if it cannot be exercised. Local authorities which have few powers of their own and which, in respect of major services, act merely as rate collectors for a "higher" authority, in the policy of which they have no

direct control, cannot expect to attract the best type of citizen to their councils and committees. Our observations on central control (Paras. 31-36) are also here very much in point.

42. **Local authorities must possess resources adequate to the functions assigned to them,** taking into account contributions made by the State to the support of services conducted by the local authority as part of a national provision. This requirement points to the enlargement of many existing local authority areas. Complete uniformity of resources is not likely to be secured in any new system of areas, but, since the principle of assessing Government grant according to area need and characteristics has already been recognised in the formula of the Local Government Act of 1939, lack of uniformity should not present any major difficulties. Nor should it prevent a delimitation of areas according to the prime requirements of administrative efficiency and electoral control. It is manifest, however, that the existing method of distributing grant will require to be changed.

43. **Services must be associated as far as practicable under unified control and management in the same area.** Today, such unified control is exercised only by the county borough, and experience has demonstrated its many virtues. In the county borough, each service has a "market" of the dimensions and characters which allow easy contact between the "producer" and the "consumer," quick action on the spot, close knowledge of "consumers'" requirements, and effective supervision by council and management. The wants of citizens in any homogeneous area are a complex which can be met only by the closest co-operation of one service with another, and the county borough type of local government provides the potentiality of such co-operation as does no other. The association of departments renders it singularly adapted to new tasks, by reason of the assistance which one department can readily give to another and the varied types of staff it has at its disposal through its wide range of functions. At the same time, the collocation of services and departments makes for economy all round: central establishments like the legal, financial, engineering, and architectural serving the executive departments and these departments in turn advising and serving the administration, overheads being thus reduced to the lowest level.

Uniform Standards

44. **Standards of established services, and particularly of common social services, must be reasonably uniform throughout the country.** Adoption of this principle will require modification of the principle of local autonomy to the extent that each local authority must be required to reach and maintain a nationally-imposed minimum standard in the provision of each service. In other words, Parliament must lay down a national standard of local government service and have—and use—powers to require every local authority to reach that standard. Subject to that condition, local authorities should be free to run their own services and to experiment with the provision of new services as the local community desires, with the minimum of Governmental interference and control.

45. **Local authorities must have direct contact with the Government.** Some proposals for local government reform have envisaged the creation of "Regional" authorities, which would exercise supervisory powers over the local authorities in their areas and act as intermediaries between them and the Government. Such a system would unduly restrict the democratic powers of local authorities, would encourage public apathy, and would lead to administrative delays. If local democracy is to be vigorous and effective, it must have the right

to make representations direct to Parliament through the appropriate Government departments. That requirement, however, does not preclude the establishment of some kind of democratically elected council with powers to co-ordinate services over wide areas and, if necessary, to control services which require a larger area or population for their efficient functioning than the ordinary local authority can provide.

46. Traditions must not be needlessly sacrificed. Tradition has played a large part in the development of local government and cannot lightly be ignored. Many of our older towns possess a long and distinguished record of civic achievement in which their citizens take legitimate pride and it would be folly to sacrifice that civic spirit merely for the sake of a more orderly system. While much civic tradition has little bearing on modern conditions, it is a valuable asset, and plans for reconstruction should be designed to preserve and develop rather than to destroy it.

47. It is, therefore, essential, in making such plans, to distinguish clearly between that which is historically and traditionally valuable and that which has resulted from legislation aimed at expediency and was valuable only in the conditions prevailing at the time the legislation was adopted. Much local government legislation has been of this latter type, as, for instance, the allocation of functions and powers among the various types of authority. Similarly, in suggesting boundary adjustments, it is necessary to determine which areas are historically, geographically, and socially justified and which possess no such justification and could thus be altered without damage to tradition and the social needs of the population.

48. The new structure must be elastic. Attention has already been drawn to the anomalies resulting from the present rigidity of the local government structure. It is clear that, in the modern world, with its possibilities for rapid change in industry, employment, transport, and the other factors of social life, any reformed structure must be capable of responding swiftly and adequately to the demands of changing circumstances. Whatever new structure may be decided upon, therefore, provision must be made for amending it without the delays, cost, and other difficulties which stand in the way of such amendment today.

CONCLUSIONS

I. The Existing Structure

49. As is indicated in the preceding section of this Report, the existing structure of local government in England and Wales (excluding London) consists of the following types of authority:

(i) The autonomous County Borough, responsible for all local government functions within its area, and possessed of adequate powers to perform those functions;

(ii) The County Council, whose area is subdivided and administered by several authorities of differing status, namely:

a. The County Council itself, which administers certain functions for the whole of the administrative county, obtaining the moneys wherewith to perform those functions principally from loans, grants from the exchequer, and by means of rate precepts upon:

b. Borough, Urban and Rural District Councils, each of which performs various local functions in its respective area, either by virtue of its status or its population, or because the functions have been delegated to it by the County Council. These three types of authority derive their revenue from municipal undertakings (where the authority owns such undertakings), exchequer grants, loans, and rates.

II. Defects of the Structure

50. The principal defects of the present structure of local government, in our view, are:

(i) The multiplicity of small authorities with inadequate financial resources and thus unable to provide adequate local services and to employ an adequate and specialised staff;

(ii) Unequal provision of social services and other common needs of a modern community;

(iii) Lack of sufficient co-operation and co-ordination in respect of those services which, by reason of their nature, overlap, or should overlap, the boundaries of neighbouring authorities;

(iv) Lack of intelligent interest, and hence of constructive co-operation and participation, on the part of the ordinary citizen in the operation of local government;

(v) The division of functions and financial responsibility between the county council and the borough and district councils within its area; particularly the division of functions which are parts of a whole or are of cognate character;

(vi) Inadequate means of keeping boundaries, areas, and authorities adjusted to changes in the character and population of areas;

(vii) Maladjustment of functions to areas and of types of authority to areas, resulting from the automatic statutory distribution of functions to types of authority as such, regardless of the great variations in area, resources, and character of authorities of the same type.

III. The All-Purpose Authority

51. While we recognise that many of these problems and defects could be overcome by a better application of the present structural plan, we have come to the conclusion that a more fundamental revision will be necessary if local government is to meet effectively the present demands made upon it, and still more if it is to satisfy the needs of post-war reconstruction. We believe that fundamental revision must not be long delayed and that the present is an appropriate time for embarking upon it.

52. The evidence submitted to us, fortified by our own experience, has led us to the conviction that the most suitable unit for the administration of local government is that type of authority represented today by the autonomous county borough, to the characteristics of which we have referred in paragraph 43. Provided that it includes within its boundaries a population of sufficient size and possesses adequate financial resources, and subject to the reservations made in Section VI. below and to our observations upon detailed administration to be made in a subsequent report, an authority of this type is, we believe, capable of performing effectively all the functions now entrusted to local government and any additional functions likely to be entrusted to it in the near future.

53. In the light of this conviction, therefore, and of the principles set out in paragraphs 37-48 above, we recommend that the ultimate objective of local government reform should be the division of the whole of England and Wales into a number of directly elected local authorities, each adequate in area, population, and financial resources, and possessed of the necessary powers, to administer efficiently all local government services within its area; and with the right of direct access to all government departments. This proposal is, however, as has already been stated, subject to the reservation discussed more fully in Section VI below, that some local government services may require to be planned and co-ordinated (though not directly administered) over wider areas than most of the all-purpose authorities will be able to provide, and that it will, therefore, be necessary to introduce the machinery for co-ordination and planning outlined in that section.

IV. Size of All-Purpose Authority

54. We consider it undesirable, in view of the differing circumstances of each area, to lay down any precise standards of population and financial resources for the proposed all-purpose authorities. Since, however, it is necessary to indicate some standard, we suggest that, for efficient and economical government, the authority should, where practicable, and if the considerations mentioned in (i) and (ii) of Paragraph 57 can thus be satisfied, have a population in the neighbourhood of 250,000.

55. Many of the suggested all-purpose authorities would, of course, fall above or below such a standard. We recommend, however, that, except in certain special areas, (e.g., on the one hand in densely populated urban areas, and on the other, in relatively sparsely populated rural areas) the population of an all-purpose authority should not be allowed to exceed 500,000 or to fall below 100,000.

V. A Boundary Commission

56. As a first stage in achieving this object we further recommend that the Government should appoint a Local Government Boundary Commission.

57. It should be the duty of this Commission to make a comprehensive survey of the whole country and to recommend such adjustment of local government boundaries as seems to it to be necessary in the light of the principles enunciated in Sections III and IV, and of the following:

(i) As far as possible, each homogeneous unit of population, whether urban or rural, should be included within an appropriate local government area based upon a central town which is the natural communal centre of the area, to which the inhabitants as a whole look for marketing, cultural opportunity, and amenity, and which would be a convenient and accessible seat of local government;

(ii) There should be no amalgamation of population units whose interests are conflicting and incompatible—e.g., rural and urban—though this principle should not prevent the inclusion in any urban area of a rural area where there exists a sufficient community of interest between the two areas, nor should it prevent the inclusion within a rural area of an urban community such as that of a country town which is naturally linked with the surrounding rural community by factors of trade, interest, or tradition.

58. We recommend further that the proposed Boundary Commission should be a permanent body whose function it would be to make recommendations from time to time for the alteration of areas in the light of changing circumstances and of any representations which may be submitted to it. The Commission would thus become the Tribunal for the consideration of all local government boundary questions. It would be independent of existing local authorities, it would hear applications for alterations in the status or area of any local authority, and it would have the duty and the power to recommend such alterations on its own initiative. The establishment of the Commission would simplify the present procedure for the alteration of boundaries and would thus make the structure of local government more flexible and more responsive to changing circumstances.

VI. Provincial Councils

59. The division of the whole country among a number of all-purpose local authorities of the type suggested would solve many of the problems indicated above. Without further provision, however, it would fail adequately to meet the needs of those specialised or large-scale services which call for planning and

co-ordination over a wider area than any single all-purpose authority of the size suggested could cover.

60. To ensure this co-ordination, we therefore further recommend that there should be established by law a number of Provincial Councils.

61. These Provincial Councils should be composed of representatives appointed by the all-purpose authorities within the province, in proportion to the population of each. Their function should be solely to secure efficient planning and co-ordination of the services remitted to their consideration. They would thus possess no executive or administrative powers—but their recommendations, subject to the approval of the government departments concerned, should be mandatory upon all the local authorities within the province.

62. The services over which the Provincial Councils would exercise their planning and co-ordinating function would include:

- Town and Country Planning;
- General Hospitals, Specialist Hospitals, Mental Hospitals, and certain Public Assistance Institutions;
- Major Highway Developments;
- Provision for Specialist and Technical Education;
- Main Drainage and Sewage Disposal;
- Provincial Library Provision;
- The Development and Co-ordination of Public Utility Services; and

Any other services whose adequate provision requires a larger population than the local authorities in the area can provide individually, or which would benefit from broad planning and co-ordination over wide areas.

63. The area covered by each Provincial Council should be that within which co-ordination of the services remitted to it is desirable. It is probable that this would, in respect of most services, coincide with the Provincial Planning area. There may, however, be some services which would require different areas and for which it would be necessary to have different Provincial Councils. In general, however, it should be the aim to concentrate as many services as possible under one Provincial Council.

Function of Provincial Council

64. As has already been explained, the Provincial Council would possess no executive powers. Its function, as we visualise it, would be to consider the needs of its area in regard to each of the services enumerated above, to determine the nature of the provision to be made, and to select the appropriate all-purpose authority or authorities which should make that provision. The cost both of provision and maintenance would be apportioned among the areas served on an agreed basis. Institutions which already serve, or would serve, an area more extensive than that of a single all-purpose authority would be administered by the authority in whose area they were situated, the costs being similarly apportioned on an agreed basis among the authorities making use of the institutions. In some instances, one all-purpose authority might provide the institution and make charges for user by others, on lines already familiar in some services.

65. With regard to Town and Country Planning, once a provincial scheme had been agreed for the Provincial area, it would be the duty of the all-purpose authorities within the area to incorporate it in their statutory schemes. It should be made clear that, while the Provincial Council will be concerned with the key plan for the wider area, the all-purpose authorities will be associated with the preparation and application of the local elements and details of the scheme in their own areas.

66. In making these recommendations, we wish to emphasise that we do not consider that

either the functions or the areas of the suggested Provincial Councils would be, in size or in any other way, comparable with those of the existing Civil Defence Regions. We do not envisage any organ of local government at the regional level, considering such an organ altogether unsuited to local government.

67. Nor do we consider that the establishment of Provincial Councils on the lines here suggested would in any way deprive local authorities of the right to direct access to government departments. We attach much importance to the close relationship between the local authority and the central government department, and we consider it desirable to emphasise that regional contacts are an inadequate and irritating substitute for direct communication with, and easy access to, the central government department.

VII. The Small Authority

68. Where an area defined by the Boundary Commission as appropriate for the establishment of an all-purpose authority is predominantly urban in character, we contemplate that the contiguous urban areas of which it is composed should be aggregated to form one cohesive whole which would be administered directly by the all-purpose authority.

69. Where, however, the new area is mainly rural, though containing "islands" of urban development, the establishment within it of an all-purpose authority of the size contemplated would, without further special provision, involve the abolition of many small urban authorities, including the smaller boroughs incorporated under ancient charters, many of which have developed a high degree of civic spirit and local patriotism, and which have a long and noble tradition of civic achievement. We consider that the disappearance of such councils, and the consequent sacrifice of the qualities and interests, they have evoked and which are so necessary to the success of democratic local government, would have damaging effects for which the gains in general administrative efficiency would not adequately compensate.

70. How to preserve these councils within a reformed and modernised structure is no easy problem. Though some have enjoyed a corporate life for many centuries, few possess either the population or the resources to provide local government services of the standard required today (there are nearly 100 boroughs with fewer than 10,000 inhabitants, and of these 62 have populations below 5,000), and the majority are thus manifestly uneconomic units of local government.

71. Several suggestions for meeting this problem have been put before us. Some have contended that the "historic boroughs" should be left intact, with all their existing rights and privileges; some that they should be so enlarged by the extension of their boundaries to include large surrounding rural areas as to justify the conferment upon them of the status of all-purpose authorities within the scheme here outlined; others that they should be administered as district councils of the all-purpose authority by the councillors elected from their areas to that authority.

72. While there will undoubtedly be many boroughs and urban districts capable of becoming the nucleus of an all-purpose authority, we consider that, over the country as a whole, none of these proposals is practicable. The first would leave many of the "historic" boroughs as relatively impoverished "islands" and thus less efficient local government units within a reformed system; the second would, in many areas, enforce a "marriage" between urban and rural communities whose interests are incompatible; whilst the third would be administratively impracticable in the smaller areas which returned only one or two members to the all-purpose authority.

73. The solution we recommend is that:

(i) In the area of any mainly rural all-purpose authority, the Boundary Commission should regroup the existing borough, urban, and rural district units into suitable administrative units.

(ii) Each such unit based upon an existing non-county borough and urban district with a population, after regrouping, exceeding 20,000, should retain its own directly elected council, and if not a borough should be created one. The all-purpose authority for the area should be required to delegate to this council such functions as are purely local in character, or are best managed locally in the unit.

(iii) Each remaining unit, after regrouping, should be constituted a District, with its own directly-elected District Council acting as a District Committee of the all-purpose authority, and should perform such duties as are referred to it by the all-purpose authority. Where an existing non-county borough forms the nucleus of any such District, it should retain its corporate constitution, the Corporation (enlarged as may be necessary for the District) acting as the District Committee.

74. It is to be understood, of course, that these proposals would apply only in those mainly rural areas the population units of which cannot conveniently be amalgamated into a single homogeneous unit such as is visualized in paragraph 68.

75. These proposals would involve the division of the area of each mainly rural all-purpose authority into a number of subsidiary units administered either by Borough Councils (based upon a borough or urban district of more than 20,000 population) or by District Councils (based upon a borough, urban district, or rural district the population of which does not qualify it for Borough Council status).

Powers of the Borough

76. We consider it important that the Borough Council, subject to its attaining the minimum standard laid down by the all-purpose authority, should be empowered to administer the services delegated to it in its own way and with its own staff, and should, subject to what is said in Paragraph 77 (iv), act as a general agent of the all-purpose authority for those services.

77. To secure these objects, to provide for co-ordination of policy between the Borough councils and the all-purpose authority, and to prevent wasteful duplication of effort, we further recommend that:

(i) The Borough Council should be authorised to levy a special rate in respect of any local service delegated to it which it wishes to provide more generously or to an even higher standard than would be provided by the general rate to be levied for that service in the area of the all-purpose authority as a whole;

(ii) While the Borough Council should be entitled to appoint its own officers, all such appointments should be subject to conditions as to qualification, salary, tenure, and conditions of service, laid down by the all-purpose authority;

(iii) Members of the all-purpose authority for the electoral area covered by the Borough Council should be ex-officio members of the Borough Council; and

(iv) The expenditure of the Borough Council (in so far as it falls on the all-purpose authority) should be subject to the approval of the all-purpose authority.

78. The District Council, on the other hand, would act purely as a local committee of the all-purpose authority, of whose administrative machinery, it would form a component part. The delegation made to it by the all-purpose authority would be on the footing of reserved powers, enabling the all-purpose authority to

exercise effective supervision and broad control of policy. The District Council would be composed of representatives directly elected for their areas (together with the district members of the all-purpose authority), and its staff would be part of the establishment of the all-purpose authority.

79. These recommendations would, we feel, go a long way to preserve that civic interest, local pride, and spirit of enterprise which has been so outstanding a feature of the better type of small authority in the past, while at the same time ensuring for it the administrative economies, equality of standard, and skilled staff which only the more direct connection with, and supervision by, the larger area can provide.

80. In putting forward these proposals, we must make it plain that they do not, in our view, involve the creation of a "three-tier" system of local government. The Borough Councils envisaged would not be independent of the all-purpose authority for the area in respect of the services allotted to them. They would be required to observe the minimum standard of provision which it laid down; their officers would be appointed subject to its approval and in accordance with conditions as to salary and conditions of service which it prescribed; and the link in representation between the two types of authority would ensure co-ordination of policy. The proposed District Councils would be directly under the control of the all-purpose authority.

81. There should be the fullest opportunity for District Councils to become Borough Councils as and when increases in population and changes in the character of their areas justify such a course.

82. The observations and recommendations made in this report are intended to refer exclusively to the local government of England and Wales, outside the Metropolitan area. We consider that the government of London presents so many problems of its own as to require separate consideration, while the local government system in Scotland is already so different from that which has developed in England and Wales as to be incapable of treatment on exactly the same lines.

SUMMARY

A. Conclusion

(i) The present system of local government, while still capable of meeting with substantial efficiency all the demands made upon it, possesses a number of serious defects which are likely, if not remedied, to militate against its full efficiency in dealing with the problems of post-war reconstruction and the expansion of the social services. (Paras. 15-27; 50-51)

(ii) The major defect of the system, out of which many of the lesser defects arise, is the existence of a large number of small local authorities lacking the population, financial resources, and qualified staff to provide services of the standard and technical efficiency required today. (Paras. 11-12; 18-19; 50)

(iii) Other outstanding defects are the lack of adequate machinery for co-operation between local authorities; the division and overlapping of services among them; the maladjustment between areas and functions of local authorities; and the absence of public interest in the operation of local government. (Paras. 21-27; 50)

(iv) Only fundamental reform will effectively remedy these defects. (Para. 51)

(v) The principal objective of such reform should be the provision, in every area of the country, of all-purpose local authorities possessing sufficient population, financial resources, and administrative powers to enable them to administer all local government services within their areas. (Paras. 52-53)

(vi) Combined with this objective there

should be provision for effective co-operation between local authorities: co-ordination of services requiring wider areas than those of the proposed all-purpose authorities for their effective functioning; revision of areas and boundaries to meet changing circumstances; and the preservation and development of civic interest among all members of the community. (Paras. 56-65)

(vii) Reforms should be planned now and implemented at the earliest possible date. To wait until after the war will be too late, since by that time the burdens thrown upon local government are likely to be so great as to make extensive changes difficult. (Para. 51)

B. Recommendations

(i) The Government should set up at once a Local Government Boundary Commission to survey the whole of England and Wales and to recommend such changes in local government boundaries as are desirable, in the light of the recommendations set out in this Report. This Commission should be a permanent body and should be constituted the Tribunal for the consideration of all matters affecting local government boundaries in the future. (Paras. 56-58)

(ii) The first task of the Boundary Commission should be to divide the whole of England and Wales into a number of directly elected all-purpose authorities with populations ranging (save in the case of existing county boroughs of larger size and of sparsely populated rural areas) between a maximum of 500,000 and a minimum of 100,000. (Paras. 54-55)

(iii) Where the area of an all-purpose authority is mainly urban, it should be administered direct by the one authority from a single appropriate centre. (Para. 68)

(iv) Where the area of an all-purpose authority is mainly rural, though containing a number of small urban communities, the Boundary Commission should regroup the existing local government units within it into suitable administrative units to which the all-purpose authority, while retaining effective control, would delegate purely local functions. (Paras. 69-74)

(v) Each such local unit based upon an existing non-county borough or urban district with a population, after regrouping, exceeding 20,000 should retain its directly elected council. In the case of a borough it would retain its corporate constitution, and in the case of an urban district, it would be given borough status. This Borough Council, while subject to control by the all-purpose authority in respect of staff, expenditure on that authority's account, and minimum standard of service, should be empowered to conduct the services delegated to it with the widest possible measure of discretion and to provide services of more generous or higher standard than that prescribed by the all-purpose authority, for which purpose it should be entitled to levy a special rate. (Paras. 69-78)

(vi) In each other local administrative unit of the all-purpose authority, there should be constituted a directly elected District Council to act as a District Committee of the all-purpose authority and to administer the services delegated to it under the control of the all-purpose authority. Any non-county borough constituted a District Council would retain its corporate constitution, the Corporation (enlarged, if necessary, for the district) acting as the District Council. (Paras. 73-81)

(vii) Members of the all-purpose authority for the electoral areas covered by a Borough or District Council should be ex-officio members of such council. (Paras. 77-78)

(viii) There should be established by law Provincial Councils indirectly elected by the constituent all-purpose authorities and covering areas based in the main on common planning characteristics, wider than those of the all-purpose authorities. These Provincial Councils should exercise planning and co-ordinating functions in respect of all services requiring for their adequate provision a wider area or a greater population than is possessed by the all-

purpose authorities constituting them. They should have no direct executive or administrative powers, but their recommendations in respect of the services remitted to their consideration should be mandatory upon the all-purpose authorities within their areas. (Paras. 59-67)

COMMITTEE'S WIDE SURVEY

Aid of Branches and Members

THE Reconstruction Committee has held thirteen meetings, in the course of which it examined very thoroughly the present structure of local government, the various proposals made from time to time for its reorganisation, and, in particular, the administrative needs of the following major services: education, public health, public assistance, public cleansing, salvage, etc., highways, water supply, electricity supply, and agriculture.

In addition, it has examined no fewer than 35 reports of Royal Commissions, Departmental Committees, local authority associations, and other bodies, groups and individuals; has studied views submitted to it by eleven sectional and professional societies of local government officers, by four NALGO district committees and 30 NALGO branches, and by 20 individual members of the Association; has had specially prepared for its use a mass of material on local government structure, including a number of large-scale maps; and has heard evidence submitted verbally or in writing, by a number of expert witnesses.

"To all these bodies, groups, and individuals many of whom have devoted much time, thought and energy to the questions referred to them, the Committee wishes to offer sincere acknowledgment," the chairman, Mr. J. H. Warren, stated in a report to the N.E.C. "The work of the groups appointed in some of your branches in particular is deserving of the highest praise, while all the views and comments received have been of the greatest interest and value."

The chairman went on to explain that, since the "area problem" was the most urgent facing local government to-day, and since upon its solution must depend the solution of many of the other problems covered by the committee's terms of reference, the committee had decided to deal with local government areas and structure first. It hoped to deal with the other questions referred to it in subsequent reports. Mr. Warren continued:

"In preparing the report, the Committee has endeavoured constantly to bear in mind two fundamental considerations emphasised in the memorandum of your sub-committee which recommended its appointment; namely that it should approach the problem as an administrative one, to which it should present the solutions advanced by local government officers as *practical administrators*, and that in making such approach its members should take a wide view, disregarding all departmental, sectional, or local authority interests which might run counter to the reform of local administration on the most efficient and practical basis. Though the members of the Committee reflect, in their experience and official positions, every existing type of local authority and most of the important sections of the local government service, they have, throughout their deliberations, striven assiduously to take the widest view of the needs of local government as a whole, irrespective of all personal, sectional, or local authority interests. From this it follows that no member should be regarded as having represented, either within the Committee or in this Report, the particular type of local authority which he happens at the moment to serve or which he has served, or as in any way associating his own local authority with the views expressed."

for All Under Municipal Control

Bigger areas are also advocated in a report on hospital policy adopted by the National Executive Council on January 16. The report recommends local government control of all hospitals, municipal and voluntary, co-ordination of public health and domiciliary medical services, with the hospital services, and availability of full hospital treatment to all, without means test or income limit.

THE committee was appointed in October, 1941, independently of the Reconstruction Committee, and in view of the formation of the Nuffield Provincial Hospitals Trust. Its terms of reference were to advise the Council on the future of hospital policy, and its members were:

H. ALLEN, Senior Clerk, Treasurer's Dept., W. West Riding C.C.

W. R. BEEVERS, Hospital Steward, Sheffield C.B.

DR. G. F. BUCHAN, Medical Officer of Health, Willesden.

J. COLMAN, Public Health Department, County Hall, Wakefield.

MISS R. M. GARNER, Matron, Killingbeck Hospital, Leeds.

DR. H. H. MACWILLIAM, Medical Superintendent, Walton Hospital, Liverpool.

G. OGDEN, Public Health Department, Town Hall, Manchester.

DR. H. E. SEILNER, Deputy Medical Officer of Health, Edinburgh.

DR. A. C. TIBBITTS, County Medical Officer of Health, Nottingham.

MRS. A. A. WOODMAN, Superintendent Health Visitor, East Ham.

The committee gave considerable attention to the general trends of hospital and public health policy and its conclusions are unanimous. The report is as follows:

Area Organization

1. The aim of post-war hospital policy is to make available a comprehensive service for all. At the present time, the position is not satisfactory for a number of different reasons, among which are the general shortage of hospital beds, the deficiency of accommodation in some areas for certain diseases, and the lack of co-ordination between municipal and voluntary hospitals. In order to secure adequate hospital facilities for the sick it will be necessary to co-ordinate or pool the available resources, and certain hospitals will require to provide services over wider areas than they do at present. The extent of the areas in which all essential hospital facilities should be provided will depend on many factors. It is considered, however, that, generally speaking, an area with a population of 500,000 persons would be adequate to provide complete hospital services. Such a population, it is considered, would be financially sufficient and large enough to supply the number of hospital cases for efficient administration. The figure of 500,000, however, is purely arbitrary, and an area with a much larger population may conveniently form a unit. On the other hand, it may be necessary, because of their peculiar circumstances, to provide a complete hospital service in areas with a smaller population than 500,000, e.g., in the Northern counties of Scotland, which drain naturally into the town of Inverness.

2. Exceptionally, it might be necessary for areas to combine for rarer occurrences of diseases such as smallpox or typhus, for special forms of treatment such as radium therapy, or highly specialized surgery such as brain surgery or thoracoplasty. It might even be desirable for a national institution to be established for certain conditions under the auspices of the central health department.

Proposal.—That suitable local government areas should be devised and the resources of all hospitals in an area should be pooled, so that each area can be in possession of all services for the treatment of common conditions. It is estimated that a minimum population in

each area of 500,000 will (save in very exceptional cases) be necessary in order to secure such a complete hospital service.

Area Administration

3. That administration of the individual areas of local government should be under the control of a popularly elected local authority, which should not be an *ad hoc* hospital authority. This body should be responsible for the general administration of all health work in the area, whether municipal or voluntary. It should effect complete co-ordination between all agencies working in the area in respect of hospital, medical, health, and allied services.

4. The retention of existing multiple authorities co-ordinated to some degree by Regional Councils with advisory powers only [as contemplated by the Nuffield Trust] is unlikely to be a satisfactory alternative, as being exceedingly cumbersome and inherently charged with indecision and delay.

Proposal.—That all hospitals in an area, municipal or voluntary, should be within the general control of a popularly elected local authority, who should be responsible for the complete co-ordination of all agencies in the area dealing with hospital, medical, health, and allied services.

Finance

5. In order to ensure uniformity, suitable grants to the local authority should be made by the Treasury for the administration of hospital, medical, health, and allied services in the area, so that the financial resources of each area may be reasonably equal. All hospitals should be maintained by rate and national contributions. Public opinion will not tolerate much longer the support of hospitals by "flag-days," garden parties, etc. Grants to the present voluntary hospitals or associations should be allocated by the local authority covering the area, and such hospitals and associations should become part of the new scheme of hospital administration.

Proposal.—That suitable grants should be given by the Treasury to the new areas of local government, so that the financial resources of each area may be reasonably equal. The voluntary hospitals should be merged in the new hospital scheme, and supported by government grants and rate funds allocated by the appropriate hospital authority.

Teaching Hospitals

6. Failing the full implementation of the above proposals, local authority hospitals should be included on the list of teaching hospitals. Medical education of the future should not be confined to hospitals. The medical student during his undergraduate career should have opportunities of training, not only in hospitals, but in all the medical, health, and allied services administered by the new local authorities. It is, therefore, necessary to envisage as the unit for medical training, a suitable area with not only at least one large hospital equipped for teaching, but also a suitable service for the other medical, health, and allied activities of the local authority suitably arranged for teaching purposes.

Local authority hospitals should play their part in the instruction of medical students. Up to the present, municipal hospitals have not been utilised to the extent which they should be for teaching purposes. They are of

special importance in the teaching of medical students, inasmuch as they must always cater for types of cases which the general practitioner meets in every-day practice. Municipal hospitals have been used in the training of medical students in certain parts of the country with success. Thus, in Edinburgh, the Professors of surgery, medicine, midwifery, and child life are in charge of the treatment of patients in the municipal hospitals, and utilise the cases in those hospitals for the instruction of medical students. The fact that they take part in teaching has a beneficial effect on the status of the hospital. It tends to increase the efficiency of the whole staff, medical and nursing. In the teaching of the undergraduate, the medical curriculum should be broadened in such a way as to make him more fully aware of the environmental implications of his patients and of the bearing of these conditions on the general health of the community.

Proposal.—That the medical school of the future should include not only a hospital but a suitable adjacent area properly staffed and equipped for the training of medical students in domiciliary practice, health centre work, and the influence of social conditions on health and disease.

Emergency Medical Services Hospitals

7. The existing Government hospitals, primarily built as emergency casualty hospitals, should be transferred to the major health authorities. Should the Government continue to administer these hospitals direct, there would result a triple system composed of Government hospitals, voluntary hospitals, and local authority hospitals—a system which would tend to confusion rather than simplification. The function of the Government is that of supervisor and arbiter concerned with central administrative duties. It would be wrong for it to enter the executive field and so exercise two separate functions at the same time. The argument is not whether the State should itself administer some hospitals, but whether it should take over all hospitals or none at all.

Proposal.—That at the end of the War any Emergency Medical Services Hospitals erected by the Government, and all Emergency Medical Services equipment provided by the Government, should be transferred to the appropriate hospital authority, and merged into the area schemes as outlined above.

Public Health and Domiciliary Services

8. The Hospital Service in an area should not be regarded as a separate service, but as an integral part of the general health service as a whole. It is incomplete without the ancillary services, viz. domiciliary, out-patient departments, clinics, laboratory facilities and ambulance service. As regards out-patients, a hospital should act as a diagnostic centre for patients sent by medical practitioners, and as a centre for the special treatment or supervision of patients after discharge from hospital. The clinic system is likely to expand for general and special purposes and its value is reduced unless linked up with hospitals. In a general health service as envisaged, the general practitioner will play an important part, both on the curative and preventive sides.

N.E.C. PLANS FOR CONFERENCE

Woman Organiser Approved : Scholarships for Nurses Equal Compensation Urged

Proposal.—That hospital services in each area should be administered in conjunction with the other health services of the local authorities and voluntary organizations, including the domiciliary services. The general practitioner should be identified with the administration of the Health services. He should be responsible for the care of his patients in health as well as in disease. He should be appointed on a whole-time salaried basis, and deal with cases at health centres and by way of domiciliary visitation. The health centres—of which there might be several, one of them actually part of the hospital—should be associated with each hospital, but all the doctors would be deemed to be members of the staff of the hospital.

Availability of Hospital Services

9. As successful hospital treatment benefits not only the patient but also the community as a whole by preventing invalidism and preserving the individual's economic value, a hospital service which will involve no charge on the patient is the aim to which future hospital policy should be directed. If this ideal is impossible meantime, any charge for hospital treatment, either in a voluntary or a local authority hospital, should be uniform within an area, and should cover all services required by the patient. Certain anomalies at present exist, e.g. in hospitals for infectious disease no charge for treatment is made—the idea being that isolation in an infectious disease hospital is not so much of benefit to the individual as in the interests of the community. This limited outlook has been obsolete for many years. In fact, many patients are admitted to infectious diseases hospitals although the risk of infection, if left at home, would be negligible, e.g., in cases of pneumonia. Preventive medicine cannot now be regarded as concerned only with the control of epidemic diseases. Its function is to preserve and maintain health, and, to attain this aim, all illness should be treated in its early and curable stages, thus preventing invalidism and disability. It is clearly in the public interest that hospital treatment should be readily available to all who require it, and the balance of argument is strongly in favour of a system whereby the cost is met by the community.

Proposal.—All persons should be admitted to hospitals on equal conditions assured in advance, without any means test or limit of income.

Medical, Nursing, and Administrative Personnel

10. Every encouragement should be given to all persons on the medical, nursing, and administrative staffs to obtain specialist diplomas, and to undertake post-graduate study for further qualifications.

11. The conditions of service of all medical, nursing, and administrative personnel employed in hospital and allied services, should be settled on a national basis, and every person engaged in the new health service should be granted superannuation rights under the Local Government Superannuation Act, 1937, or the Local Government Superannuation (Scotland) Act, 1937.

12. In view of the retarded age of entry to local government, medical practitioners should be entitled to have their years of training added to their years of service on retirement, such years of training to be reckoned as contributory service.

13. Any legislation arising out of the re-organization of hospital services should make provision for the protection of the interests of existing employees who may be affected, including provisions relative to compensation for loss of office and diminution of emoluments, and protection of transferred officers.

Proposal.—The salaries and service conditions
(Continued at foot of next column)

SHORTAGE of space permits of a brief summary only of some of the many other important matters dealt with by the N.E.C. at its meeting on January 16. They included:

Conference Arrangements.—It was decided that the 1943 Conference should be held in the Memorial Hall, Farringdon Street, E.C., on Whit Saturday and Monday, June 12 and 14, and that the annual meetings of the ancillaries should take place at the Caxton Hall, Westminster, on Sunday, June 13. There is to be a



"Blow! I've brought nothing to read"

special religious service at St. Martin's-in-the-Fields at 2.30 p.m. on the Sunday. In view of the restricted size of the Conference Hall, and also of the desire of the Government to reduce travelling to a minimum, the number of branch delegates will be restricted to the following scale:

Membership		Membership	
Under 100	1	750-1,000	4
100-500	2	1,000-2,000	5
500-750	3	Over 2,000	6

This restriction will reduce the number of delegates to about 1,200. Arrangements will be made to allow for a possible increase in the number of card votes called for.

National Women's Organiser.—The council agreed to proceed at once with the appointment of a national women's organiser.

Equal Compensation for War Injury.—NALGO has submitted to the Select Committee of the House of Commons now inquiring into the question a memorandum strongly supporting the provision of equal compensation for men and women under the Personal Injuries (Civilians) Scheme, and has expressed its readiness to give verbal evidence. Reasons given by the Association in support of its view were:

- (1) Women are engaged in the same services as men, and are performing identical duties.
- (2) The courage, fortitude, and efficiency of women in the face of danger have won for

(Continued from preceding column)

of medical, nursing, and administrative staffs should be settled on a national basis, and in the event of determination of employment, or reduction of salary and emoluments, arising from any re-organisation of hospital services, compensation should be payable in accordance with the principles contained in the Fourth Schedule to the Local Government Act, 1933.

them the highest possible praise. They have been in no way less ready than men to risk injury, or to sacrifice their lives in the service of their country.

- (3) To base rates of compensation on the lower salaries customarily paid to women is unworthy, and implies failure to appreciate their social and economic necessities.
- (4) It is urged that two main factors outweigh all others as principles upon which compensation should be based—merit and need. With regard to merit, there is a general consensus of opinion, and it is impossible to assess the heightened degree of damage and suffering which would have fallen upon the country had women not been willing and able to share the risk and danger with men.
- (5) Neither can there be any valid discrimination in the assessment of needs. The rates of compensation paid do not cover dependants—who are provided for separately—and they take no account of responsibilities, commitments, or earning capacity.
- (6) Women are no less handicapped than men by the loss of limbs, whether they be occupied in domestic duties as housewives or are engaged in industry.

War Injury Compensation.—The Minister of Home Security has ruled that the war service injury provisions of the Personal Injuries (Civilians) Scheme do not apply to local government officers who exercise administrative or organising functions in connection with civil defence and that claims for compensation for injuries (other than war injuries) sustained by such officers in the course of their employment must be considered under the conditions of their service under the employing authority. In view of the unsatisfactory and unfair position revealed by this reply—the effect of which is to place many local government officers who are required to undertake civil defence duties in a worse position than people not in local government who volunteer for civil defence work—the council is to send a deputation to the Ministry of Home Security and to arrange for officials of the Ministries of Health and Pensions to be present at the interview.

Protection of Transferred Women.—At the request of the South-Eastern district committee, the council agreed to take all necessary steps to safeguard the rights under the Local Government Staffs (War Service) Act and the Superannuation Acts of women officers directed into other employment. Such women may retain their membership of the Association and ancillaries by paying subscriptions based upon the salaries they receive in their new jobs.

Scholarships for Nurses.—In view of the growing number of nurses who are becoming members of NALGO, it was decided to make an initial grant of £500 for the provision of a scheme of assisted training and scholarships for nurses. A special sub-committee has been appointed to prepare the scheme.

Beveridge Report.—A special committee was appointed to maintain a "watching brief" on all developments connected with the Beveridge Scheme and the future of the social services generally.

Higher Pensions.—The T.U.C. Advisory Committee (on which NALGO is represented) is recommending the General Council of the T.U.C. to seek an interview with the Chancellor of the Exchequer on the question of increased superannuation allowances.

Extension of Office Hours.—It was reported that, in some areas, the local Man-Power Boards (to which the Ministry of Labour has delegated the power to grant deferment from military service of local government officers, other than members of hospital staffs) have agreed to accept 44 hours as a standard working

week for local government officers, instead of 46. This is in recognition of the amount of civil defence duty undertaken by these officers.

Future Organisation.—A special committee of the service conditions committee submitted a comprehensive report on the future organisation of NALGO. In view of the importance of this subject, it is proposed to deal with it fully in next month's Journal, when more space will be available.

Branch Rejects Association Policy.—Strong disapproval was expressed of the action of the Hereford branch in agreeing to work the 46-hour week without overtime payment, on condition that the Hereford city council adopted the third Whitley Council bonus award. This action ignores both NALGO policy and the recommendation of the National Whitley Council. The West Midlands district committee has deprecated the attitude of the branch and has asked it to receive a deputation, but this the branch has refused to do. The council passed a resolution deploring the action of the branch and directing it to receive the district committee deputation without delay.

General Secretary's Retirement.—The chairman read a letter from Viscount Cranborne, lately Colonial Secretary, expressing his appreciation of the Council's action in granting Mr. Hill leave of absence to undertake, on behalf of the Colonial Office, a survey of local government in Jamaica. The Government of Jamaica, Lord Cranborne added, considered itself fortunate in securing Mr. Hill's services.

Hon. Treasurer's Resignation.—Mr. W. H. Legh-Smith, city treasurer of Liverpool, announced that, in view of the pressure of his official work, he felt compelled to resign the honorary treasurership of the Association, which he had held for the past six years. Mr. E. J. Stead, the president, paid a warm tribute to Mr. Legh-Smith, who had steered the finances of the Association so well and who, despite war-time difficulties, had maintained it in so excellent a financial position. His resignation would be accepted with the greatest regret. Mr. E. L. Riley associated himself with this tribute on behalf of the Liverpool branch, of which Mr. Legh-Smith had been president, and the North-Western district. In Liverpool, he had been a tower of strength to the Association and a model chief officer. In view of the importance of the office, the council decided to appoint a special sub-committee to select a new honorary treasurer. Mr. Legh-Smith agreeing to carry on until his successor had been appointed.

Mr. N. Dracup.—The chairman extended a hearty welcome to Mr. Norman Dracup on taking up, for the first time, the seat on the Council to which he was elected by the Yorkshire district committee a year ago, but which he had hitherto been prevented from taking because of difficulties created by some members of Bradford corporation, his employing authority.

Mr. F. H. Harrod, chairman of the council, presided, and others present included Messrs. E. A. S. Young, R. Adams, H. Allen, H. J. Altoun, E. F. Bacon, F. Bambridge, W. A. N. Baker, F. D. Barton, W. R. Beevers, L. Bevan, A. G. Bolton, S. H. Brodie, J. Brown, J. Chaston, A. Clark, R. W. Coppock, F. E. Cox, Miss E. Dawson, Messrs. A. B. Day, W. O. Dodd, N. Dracup, J. Y. Fawcett, A. A. Garrard, P. H. Harrold, R. E. Heron, J. L. Holland, W. E. Hudgson, P. R. Jones, H. A. Jury, W. H. Legh-Smith, G. Llewellyn, S. Lord, E. H. Mason, A. B. Mills, C. J. Newman, T. Nolan, A. Denton Ogden, D. J. Parry, A. Pinches, E. L. Riley, C. A. W. Roberts, H. Russell, F. Sharpe, R. T. Shears, Miss I. Stansfield, Messrs. E. J. Stead, W. Strocher, H. Taylor, L. H. Taylor, J. H. Tyrrell, and R. Williams.

46-Hour Week Is Overtime

WHEN a local authority increases the working hours of its clerical staff to 46 a week, all hours worked in excess of the normal peace-time hours must be regarded as overtime. Payment for such extra work, therefore, ranks as payment for overtime and, as such, in accordance with the definition of remuneration contained in Section 40 (1) of the Local Government Superannuation Act, 1937, should not be taken into account for superannuation purposes. This is the effect of a recent ruling given by the Minister of Health.

WHAT with the 46-hour week, Home Guard, civil defence, war savings weeks, and firewatching, one would have imagined that local government staffs had as much on their plates as they could manage. Yet some are such gluttons for public service that they are still unsatisfied.

Readers will remember how, at Slough last summer, the greater part of the male staff turned

HAVE YOU CLAIMED?

your refund of War Damage Contribution?
If you have a mortgage with the Nalگو Building Society, you may be entitled to receive from the Society a refund of as much as two thirds of the amount you paid to the Collector of Taxes in each of the years 1941 and 1942.

It is in your own financial interest to make sure whether anything is due to you. If you have not already done so, write to Headquarters now quoting your mortgage account number and enclosing the Collector of Taxes' Receipt, which will be returned to you.

out in force on several successive Sundays, donned overalls and emptied the borough's dust bins, giving a welcome break to the overworked dustmen—and, no doubt, a shock to the housewives. Now, the town hall staffs at Coventry and Manchester have found yet another outlet for superabundant energy in driving and conducting buses during the rush hours.

At Manchester—2,000 of whose drivers and conductors are in the Forces—a large number of men clerical and administrative officers, after a course at the Bus Training School, have qualified as drivers, while many women officers have volunteered as conductresses—all on top of their normal work. When their day's work at the town hall is over, they do not go home to a comfortable evening by the fire, or to seek other forms of recreation, but turn out to man

buses on busy routes until late in the night—and in Manchester's winter that is no picnic! Often they give up precious week-end hours as well.

In Coventry the volunteers prefer to start early—at 5.30 a.m.—with Saturday afternoons and occasional evenings thrown in.

"Brrr! Brrr! 'Tis the fatal bell that summons us to Heaven or to Hell"—quotes a group of volunteer conductresses writing in the Coventry branch magazine, "Camera Principis":—"We wake up to the realisation that it is five o'clock and we must unlock our gallant steeds, adjust their rear lights and generally make them serviceable in order to arrive at the Garage at 5.30 a.m. . . . the bus is loaded, the navvies are on their way to Duggins Lane" . . . and so on until "the staff people, now that the streets are aired, begin to venture out. . . . At 8.30 . . . we race with the other buses to the Garage . . . dash for a place in the queue for breakfast . . . another dash across to the Council House, and we are ready and smiling"—still in uniform—"for the day's work, and feel much fresher than we did when we started at 9."

"That is heroism—and public service—indeed! But it cannot, we are sure, be isolated. What are others doing in similar fields? Let us hear and perhaps Conference might be persuaded to offer a trophy for the most original and useful piece of volunteer war work by NALGO members.

Talking of trophies, what about a NALGO trophy for the best record of war-time activity by a local authority? We know how the salvage competitions stimulated the drive for waste-paper: would not similar competitions stimulate enterprise in other directions—as well as calling public attention to the magnificent work our councils and those "easy-money, soft-job parasites," their staffs, are accomplishing.

S. Wales Miners Support Making-up Pay

IN view of the strong public opposition to the making up of war service pay which has been evident in South Wales, it was with pleasure that we noted a report in the "South Wales Evening Post" of January 6 of a resolution of the executive of the South Wales Miners' Federation instructing members of the National Council of the Miners' Federation of Great Britain to support every movement for making up the civilian pay of miners in the Forces. Councillor Tal Mainwaring, a prominent member of Talbot borough council, declared that he could see no reason why the hundreds of Welsh miners in the Forces should be treated differently from civil servants, teachers, or employees of local authorities.

Though Port Talbot council has, after some delay, decided to make up the pay of its own employees, retrospectively from the outbreak of war, there remain in the mining areas of Glamorgan and Monmouthshire a number of local authorities which are still refusing to do so. It is to be hoped that this change of heart on the part of the South Wales Miners' Federation will influence them voluntarily to reverse their own policy, without requiring NALGO to take them to the Arbitration Tribunal.

Holidays with pay have long been an established practice in local government, and the general extension of this principle to other workers in industry shortly before the war was an obvious cause for satisfaction to members of NALGO. We hope that sick pay schemes, superannuation, and other local government service conditions will similarly be applied in industry, and that members of local authorities will realise more, perhaps, than they have done in the past, the real meaning and virtue of the expression "model employer" as giving a lead in the introduction of desirable improvements for all workers.

Library Enterprise in War-Time

HOW effectively municipal libraries have exploded the fear that the library service would be one of the first of the war casualties is magnificently shown in the annual report of Mr. Frederick Sinclair, borough librarian of St. Pancras, which has just reached us.

So far from declining, the work of the library has expanded substantially—a result, in part no doubt, of its enterprise in starting, during the London blitz, a travelling library service visiting twelve different sites a week, and in supplying special services for shelters, civil defence posts, balloon barrage and searchlight units, local A.T.C. squadrons, and barracks. Between February, 1941 and March, 1942, the travelling library alone enrolled over 7,000 new readers and issued 102,000 volumes.

Though the population of the borough has declined by 40 per cent, book issues have increased steadily; from the beginning of the war to last March St. Pancras readers read well over a million books. Mr. Sinclair notes a marked improvement in the taste and discrimination of readers, displayed in an increasing demand for biography, literature, history, geography, sociology, and plays; among fiction readers, the "classics"—Dickens, Jane Austen, Dumas, Stevenson, and the Brontës—are almost as popular as the latest "thrillers."

Apart from the supply of books, the library has done much, through film displays, exhibitions, play-reading groups, art collections, and in other ways, to stimulate intellectual interests in the borough, and it is significant that its news room now contains several American newspapers and periodicals, as well as the daily Hangard. Libraries such as this are doing a grand war job and are helping to create the educated democracy that will be needed if Britain is to achieve its post-war aims.

IT DOES HAPPEN THERE!

How the Nazis Have Seized Local Government in the Slave States of Europe

By A Special Correspondent

What would happen to local government, what would happen to YOU, as local government officers, were the Nazis to occupy Britain? This exclusive article, specially written for "Local Government Service" and derived from official sources, tells you, on the basis of what has actually happened in the German-enslaved nations of Europe. It is a grim yet inspiring story showing how, despite treachery and repression, the municipal councillors and officers continue to resist the invader.

WHEN the Germans occupy a country, they try to maintain its local government administration and to adapt it to their own purposes. This policy is not dictated by any respect for the Hague Convention, which forbids invading powers to alter the laws of the occupied territory, but solely by the Nazi shortage of manpower. The Germans would like to make a clean sweep of local councils and their officers in all occupied countries—and have not hesitated to do so in particular areas—but they cannot do it everywhere because they have nobody to replace them.

For this reason, the "new ordering" of local government in the invaded areas has usually been gradual and has varied from country to country. But everywhere it has followed the same general pattern. What that pattern is, and how it has been resisted, the following details, collected from seven countries, show.

Poland.—In tune with their definition of Poland as a "serf state," German repression of municipal government there has been more complete than in any other country. The entire administrative system was taken over, with a Nazi at the head of each municipality, apart from a few small villages where the Polish "headman" was left in nominal charge. Warsaw has been left with a Polish mayor and deputy mayor, but they have no authority; absolute power is in the hands of the German Governor and City President.

Every municipal official, from clerk to office-boy, is compelled, in flagrant violation of the Hague Convention, to sign a document stating:

"I undertake to carry out my duties faithfully in all obedience to the German administration authorities. I do not consider myself bound by the oath of loyalty, nor any other service obligation I have contracted in relation to the former Polish State and its organs."

Control by Quislings

Norway.—Whereas Poland provides the outstanding example of complete repression, Norway illustrates the alternative method of gradual infiltration with the aid of a small group of traitors within the invaded country itself. There, possibly expecting that the arch-traitor, Quisling, would win more support than he did, the Germans, after taking complete control of national government, made no immediate attempt to Nazify the system of local self-government. Norwegians had enjoyed for more than 100 years. By October, 1940, however, it had become clear that the bulk of Norway's municipal councils and officials remained loyal to the constitution, despite vigorous German and quisling propaganda, and that the policy of the velvet glove had failed. Nazification, therefore, began, with the promulgation of three decrees—giving the quisling Councillor of Home Affairs authority to dismiss all officials "who, as a result of their political sympathies cannot be relied on to devote their full energies to the support of the political new-ordering"; transferring the appointment of chief officers from the local councils to the Ministry; and empowering the Ministry to dismiss elected councils and replace them with quisling nominees.

The liquidation of democratic local government was completed in January, 1941, by the introduction of the "Fuehrer principle," under which elected councils were replaced by a government-appointed chairman, to whom all the authority of the council was transferred, assisted by "advisers" appointed by the county governor in consultation with the county leader of the quisling party. Upon all affairs of the "council" the decision of the chairman is final, although he in turn must carry out the instructions of the Ministry, the quisling party, and the German authorities.

Officials Reject "Conversion"

But, while it is easy to publish decrees, the Germans found it much less easy to apply them. Many councils had not a single member who could be appointed "chairman," while of the outsiders offered the jobs, one after another refused nomination. It was not until 1942, for example, that "advisers" could be found for the municipality of Oslo. Moreover, many local councillors refused to accept these decrees, declaring that they must continue to govern in accordance with the mandate given them by the electors. These men have been dismissed and some have been arrested and imprisoned.

Since most of the appointed "chairmen" and "advisers" knew nothing of administration, they were forced to depend very largely on the officials. Yet most of the officials remained loyal, doing all in their power to counteract Nazi influence—and it would have been impossible to dismiss and replace them all. The next step, therefore, was to "convert" the officials and transform them into obedient tools on the Nazi pattern.

Propaganda was tried. Every local government officer was supplied with a free subscription to "Fritt Folk," the quisling party newspaper, and free propaganda literature. He was given free copies of Quisling's books. He was called to propaganda meetings held in office hours. Portraits of Quisling, and pictures and posters advertising the "new era" were put up in every local government office—including the rooms of individual officers. All these efforts failed.

Then followed threats. Already the threat of dismissal, not by his employing authority but by the Councillor of Home Affairs, hung over every officer's head. It was intensified by removal of the right he had formerly enjoyed to challenge in the courts an order of dismissal. It was further intensified by the issue, in December, 1940, of a circular to all officials calling on them to support the quisling party, warning them that "the slightest breach of faith will be regarded as an act hostile to the State," and requiring from each officer written confirmation that he had received the circular. The confirmation came—but not in the form the Nazis expected. Out of 10,500 local government officers in Oslo and Aker, for example, 10,350 replied with the words: "I have received the Ministry's circular, but I cannot see how the contents affect my duties as a municipal servant." Only 150—who included some Nazis appointed after the "new ordering"—agreed to support the quislings.

Action followed the threats. Many officials

were dismissed and replaced by quislings. During the state of emergency in Trondheim last October, for example, more than a score of chief officers were sacked. But they could not be satisfactorily replaced. Of eight quisling officials appointed together in Oslo, two had served terms of imprisonment and had subsequently to be dismissed, and two more had been convicted for drunkenness. The man appointed to deal with the financial side of the reorganisation of Oslo's municipal housing department was an ex-barrister whose right to practise had been withdrawn after he had been gaoled for embezzlement.

Spying on officials was also tried. A "Registry of Municipal Officials" was opened in Oslo to inquire into their political sympathies. It circulated a questionnaire—but most of those to whom it was sent refused to answer the questions.

The local government officers showed active as well as passive resistance. In April, 1941, twenty-two organisations of officials sent to Terboven, the German Commissar, a written protest against the political pressure being exercised upon them. When it was not answered, 43 organisations sent a fresh protest. This time Terboven did reply—by arresting many of the signatories and subjecting their organisations to the control of Nazi commissars.

Graft and Corruption

But the attempt to Nazify Norway's local government service has failed. Even today, despite dismissals, replacement by quislings, threats, and propaganda, in few municipalities are more than two per cent of the officers supporters of the quisling regime. The number is increasing, since only quislings are now accepted for new appointments—but the increase is gradual only.

Nevertheless, though themselves mainly anti-Nazi and anti-Quisling, the officials are compelled to carry out the orders of the unrepresentative and dictatorial quisling "councils." How "local government" works under the "new order" is illustrated by the following extracts from the minutes of the first meeting of the municipal council at Sardeid after its Nazification:

Motion by the chairman to grant 250 crowns to the (quisling) Norwegian Legion—*Motion approved by the chairman;*

Motion by the chairman to take out subscriptions to "Fritt Folk" for the leading public officials—*Motion approved by the chairman.*

Motion by the chairman to purchase portraits of Quisling for all public buildings—*Motion approved by the chairman.*

Every one of these motions was illegal under the municipal law which forbids a local authority to "grant benefit for particular political organisations or purposes." The chairman at Oslo has repeatedly broken this law, voting 4,000 crowns to the quisling women's movement, 100,000 crowns to Quisling's military band, 300,000 crowns for the purchase of portraits of Quisling, 100,000 crowns for the quisling sports club, and so on.

More blatant corruption has entered local government also. The same chairman has

decided that food supplies for municipal hospitals must be bought only from quisling party members, has increased his own salary from 8,000 to 24,000 crowns, and has given big salaries and grants—all from municipal funds—to party members for trifling services.

Dutch Officers Stand Firm

Holland—Similar methods have been applied in Holland. When he was installed Reichskommissar in May, 1940, the Austrian quisling, Seyss-Inquart, declared the Germans would respect the character and institutions of the Dutch people. But their pledge was soon broken. After usurping all the powers vested in the Queen and the central government, Seyss-Inquart attacked local government, abolishing provincial and municipal representation and autonomy, appointing eleven provincial commissars, of whom six are Nazis, and installing Nazi burgomasters in 200 Dutch municipalities, including nearly all the big towns. The commissars and burgomasters must take their orders from the Nazi-controlled central government.

In Holland, as in Norway, however, the resistance of both elected representatives and officials has greatly impeded the German plans. Many burgomasters—who in Holland are paid a salary and have a position not unlike that of managing director of a business firm—and aldermen refused to co-operate. The Germans tried to replace them with Dutch Nazis. But there were few Dutch Nazis and fewer still who could pass the examination in local government required for the position of burgomaster. A new system of examination was started in May, 1941, but so few candidates came forward that correspondence courses for would-be burgomasters were instituted.

The type of man appointed is illustrated by the case of a clerk in a provincial notary's office who, losing his job, decided to join the Dutch Nazi party—an essential qualification—and to take a three-months' correspondence course for burgomaster. As soon as he had finished the course he was appointed burgomaster—roughly equivalent to an English mayor and town clerk combined—of Amersfoort, a town the size of Coventry.

Criminals in Control

One of the first Nazi-appointed burgomasters, Van Ravenzwaai, was installed first in the smallish town of Zaandam. His colleagues on the council were so disgusted with his administration that they threatened to resign. They were persuaded to remain in office only after Mussert, the Dutch Nazi leader, had personally intervened, and had agreed to receive a report from them on Van Ravenzwaai's misdemeanours. He was eventually transferred from Zaandam, where he left a deficit of between £60,000 and £70,000—but is now burgomaster of Utrecht, fourth city of Holland, and three times the size of Zaandam. One of his first actions there was to appoint some of his friends to important posts. Of these men, one has a record of many convictions for fraud and embezzlement, while another has served a prison sentence for irregularities in connection with his former job in a chain store.

Though most of the cities and towns of Holland are now governed by burgomasters of this kind, the rank and file of local government officers remain loyal and incorruptible, and the Germans have not yet succeeded in "new-ordering" them. On the contrary, they are able to do much to impede the Nazi plans. At Delft, for example, the officers refused to assist in collections for the German "Winter help" organisation. Many were dismissed. In other towns the sabotage is more subtle. When the Dutch Nazis plan to hold a recruiting meeting in the town square, the loud-speaker equipment cannot be found. Just as the Nazi leader begins to speak, the church bells will start a deafening carillon. A meeting is arranged in the town hall—but

when the audience and speakers arrive, the town hall is locked and the keys cannot be found. Mussert announces that he will visit a town, and the burgomaster gives orders for flags to be flown and a welcome arranged—but when Mussert arrives there are no flags and no crowds—"somebody" has "forgotten" to pass on the instructions and to get out the posters announcing the event. In these and many other ways the municipal officers demonstrate their loyalty—and, since they cannot all be arrested or dismissed, the Nazis and their quisling burgomasters are helpless.

Belgium—Experience in the last war had shown the Germans the extraordinary influence exercised by the burgomasters and aldermen of Belgian towns, whose citizens look to them for leadership in all local affairs. For this reason, as soon as they had gained control of the country, the Germans adopted much firmer measures than they had taken in either Norway or Holland.

In all cities, towns, and villages of importance, the dismissal of burgomasters and aldermen was ordered, on various pretexts—because they were "patriots," because they had left their posts during the invasion, because they refused to carry out German demands. But the people refused to accept these dismissals, and continued to treat the "dismissed" burgomasters as the only legitimate ones. Eventually, Raeder, head of the German administration, in violation of the Hague Convention, issued a decree dissolving every municipal council. The reason given was that the councils "had failed to understand the exigencies of the times and had ceased to represent Belgian public opinion."

Dr. Van de Meïlebroeck, Burgomaster of Brussels, carrying on the tradition of his famous predecessor, Burgomaster Max of the last war, protested to the commander-in-chief of the Army of Occupation, declaring bluntly that he would never yield to the enemy nor to Belgian traitors. He was promptly arrested, and a fine imposed on the citizens of Brussels as punishment for supporting him.

Since then, the Germans have installed their own quisling nominees as burgomasters in all Belgian towns, and to overcome the difficulty of shortage of candidates, have amalgamated many local government areas into bigger units. But the new burgomasters, though

installed in the municipal buildings, have practically nothing to do—the people still turn to their predecessors for help and encouragement in their resistance to the invader.

Czechoslovakia—Similar methods have been adopted in Czechoslovakia, although there the primary aim has been to put local government entirely in the hands of members of the German minority. Democratically elected local authorities have been dissolved and replaced either by a German government commission with absolute power or by an "administrative commission," in most cases with a German majority. Where, as in some of the purely Czechoslovak towns, the Germans are in a minority, the Czechoslovak members of the commission are usually all quislings. All Czechoslovak local government officers have been dismissed.

France—The Germans themselves have interfered little with French local government. They found it unnecessary to do so—for Vichy has done the job for them. How effectively it has done it, and how strong was the resistance of local authorities to Pétain's policy of "collaboration," is shown by the fact that, since September, 1940, according to Paris radio, more than 2,300 municipal councils have been dissolved because they were "hostile" to the Government or insufficiently reliable. In what was until lately Unoccupied France, Vichy has dismissed 80 per cent of the mayors, replacing them with municipal commissions. In the former Occupied Zone, 40 per cent of the mayors have been replaced—invariably by supporters of Pétain and regardless of their ignorance of local administration. Many of the mayors who have not been dismissed are opposed to Vichy and to the Germans, but have outwardly submitted, feeling that their first loyalty was to their electors and that by remaining in office, they might be able to carry on a campaign of skilful obstruction.

Luxembourg—Treating Luxembourg not as an occupied country but as an integral part of the German Reich, the Nazis there have taken over the entire administration. All chief officers have been dismissed and replaced by Germans, and many of the minor officials who were allowed to remain have been sent to Germany for courses of "re-education." They are entirely under Nazi domination.

MONEY ROLLS IN TO BENEVOLENT FUND

Where It Comes From—

BRANCHES continue to show both energy and ingenuity in raising money for the Benevolent and Orphan Fund. Special praise is due this month to a newly-formed branch—that of the **Stretford and District Electricity Board**—which has just sent £11 11s. £10 10s. of this represented the "profit" from a war savings scheme under which each of 50 members paid 6d. a week for 20 weeks; of the total collected, 15s. was spent each week on a 15s. savings voucher, for which a draw was held, and the balance went to the Fund. The remaining guinea was raised by raffling six eggs.

Holidays at home produced £40 from a Yorkshire branch—too modest to disclose its name—whose members were given this donation by the mayor in recognition of many voluntary services to make the town more attractive to stay-at-home holiday makers.

Competitions, draws, and dances continue to bring in money, including £5 2s. from a football competition at Ilford (which also sent £10 from branch funds), £40 from a Christmas draw at Merthyr Tydfil (to which the branch added £10), £34 1s. 9d. from a draw and dance at Newport, Mon, and £6 6s. from raffles at Inglewood. South Wales Branches have done particularly well lately, and other recent contributions from there include £6 6s. from Neath, and 10s. 6d. from L.-Cpl. L. J. Bennett, of Mountain Ash, now serving in the Middle East, representing the gift he should have

received from the branch comforts fund but which, for the second year, he has handed over to the B. & O. Fund.

Despite the great difficulties to which it, in common with other south-east coast towns, is now subjected, Clacton has maintained its usual donation of £5.

—And Where It Goes

Mrs. A. was left a widow in May, 1937, at the early age of 28. She had two sons, aged 8 and 6, dependent on her, and the only source of income to maintain the family was from the widows' and orphans' pensions of 18s. a week. The branch referred the case to the Benevolent and Orphan Fund, and a substantial weekly allowance was made. It was later suggested that the two boys should be admitted to a suitable school at the cost of the Fund, leaving her free to get a job and become self-supporting.

The boys are now happily settled in a school evacuated to rural Essex, while their mother has trained to be a qualified midwife and has a job in a nursing home.

Southend B. & O. Fund

The Southend-on-Sea B. & O. Cup has been won by the West Suffolk and District branch, with an average contribution of 7s. 5d. per head. In the January journal it was incorrectly reported that the cup had been won by the Essex Rivers Catchment Board branch.

Tribunal's Service Pay and Bonus Awards will Benefit Thousands of Members

TWO decisions of far-reaching importance to thousands of local government officers have been given by the National Arbitration Tribunal.

The first requires Burnley Corporation to supplement the service pay of members of its staff with the Forces as from January 3, 1940, and thus represents the first practical result of the judgment given by the House of Lords in the Bolton case.

The second requires Bognor Regis Urban District Council to pay a cost-of-living bonus to its staff considerably higher than it has been paying hitherto.

Though neither of these awards concedes NALGO's claim in full, each will give substantial satisfaction and should go a long way to reducing the present disparities and inequalities in the service conditions of officers employed by different local authorities.

The decision of the Tribunal in the Burnley case, given on January 14, was that Burnley Corporation (which has hitherto refused to make up war service pay) must, as from January 3, 1940 (the date upon which it first informed NALGO of its refusal), supplement the service pay of members of its staff in the Forces on the basis of the terms agreed on October 7, 1942, between Bolton Corporation and the Bolton branch of NALGO. The terms of the Bolton agreement, which were published in the November number of LOCAL GOVERNMENT SERVICE, are as follows:

All permanent whole-time employees of the corporation, including teachers, police, workmen, and former members of the Bolton fire brigade, together with other employees who had completed twelve months' continuous service immediately before September 3, 1939, shall have their war service pay supplemented as follows:

- (a) Married employee with dependent child or children—the full difference between war service pay and civil pay;
- (b) Married employee without dependent children and unmarried employee with one or more dependants—85 per cent of the difference between war service pay and civil pay (with the promise of special consideration and a possible increase in the allowance in cases of undue hardship);
- (c) Unmarried employee without dependants—60 per cent of the difference between war service pay and civil pay.

Deductions for Subsistence

Civil pay is defined as the pay which the employee would have received had he remained in the service of the corporation, including war bonus. War service pay is defined as including all service allowances, together with a subsistence allowance calculated on the following scale:

Where civil pay does not exceed £200 p.a.—10s. p.w.

Where civil pay is between £200 and £300 p.a.—15s. p.w.

Where civil pay is between £300 and £400 p.a.—20s. p.w.

Where civil pay exceeds £400 p.a.—25s. p.w.

NALGO had claimed that the difference between war service pay and civil pay should be made up in full. The Tribunal's award rejects that—but it does represent a substantial success for the Association and its members. Of especial value to serving members is the inclusion of cost-of-living bonus in the reckoning of the amount of civil pay to be made up.

At present, 455 local authorities, employing 71,000 officers, are making up pay in full; 616, employing 79,000 officers, are making up pay in part; and 124 are not making up pay at all. The remaining 335 are mainly small boroughs and urban and rural districts with small staffs,

none of whom has been called up and which have, therefore, not been called upon to make a decision.

The effect of the decision, presumably, will be that every authority which has refused to make up service pay, or which is doing so on a scale less adequate than the Burnley award, will now be required to adopt that award retrospectively to the date upon which it first reached a decision on the matter. The award, of course, applied to Burnley only, but it is in the nature of a leading case. Should any local authority refuse to adopt its terms, then NALGO could, and would, declare a dispute for submission to the National Arbitration Tribunal; and it is to be presumed that the Tribunal, having made this settlement in the case of Burnley, would make similar settlements in other cases.

Discretion Overruled

The decision has a further significance in that it is the first in which the Tribunal has been asked to overrule the discretion given to a local authority under the Local Government Staffs (War Service) Act. The Tribunal has overruled that discretion, as the judgment of the House of Lords in the Bolton case made it clear that it might do and has thus justified NALGO's belief, repeatedly expressed in these columns, that it would provide machinery whereby the Association might obtain satisfaction for its claim that the autonomy of local authorities should not be allowed to stand in the way of satisfactory and more uniform conditions of service for local government officers throughout the country.

Three separate claims were before the Tribunal, submitted by NALGO, the National Union of Teachers, and the National Union of General and Municipal Workers. Mr. Gerald Gardiner and Mr. D. Lowe, Counsel, appeared for NALGO and the N.U.T., and Mr. J. Cooper, National Industrial Officer, for the N.U.G.M.W.

The arguments for the three unions were all on similar lines, namely that Burnley had consistently refused to adopt the recommendations of the respective Whitley Councils for clerical and manual workers that it should make up the pay of members of its staff on war service. It was now the only county borough in England and Wales which was not supplementing war service pay in whole or in part. The industrial position in Burnley was today better than it was before the war, its rates were lower than the rates of many comparable towns which were making up war service pay, many other employers in the town were supplementing service pay, and there was, therefore, no valid reason why Burnley should not follow the lead of the Government and of good employers everywhere.

Burnley, which was represented by Mr. Erskine Simes, Counsel, based its opposition to the claim primarily on the ground that, in its view, the making up of war service pay should be dealt with by the Government on a national basis. Subsidiary grounds were that the Corporation paid a cost-of-living bonus on a more generous scale than that recommended by the provincial council, that it had a generous sickness scheme, that there was nothing to require an employee joining the Forces and having his pay made up to return to the council's service after the war, that the ratepayers could not afford the cost of making up pay, and that it would be unfair to compel them to do so when the majority were themselves denied similar advantages.

Burnley declared further that it had been a loyal member of the provincial Whitley Council for manual workers, accepting all its recommendations save that on war service pay. It

had, however, refused to become a member of the Whitley Council for clerical workers, and had never recognised that body, on the ground that, "whereas it is possible to obtain a common basis in the wages and conditions of workmen in local authorities, the same common basis cannot be achieved in the wages and conditions afforded to professional, technical, clerical, and administrative staffs, having regard to the variations in size, financial resources, and functions of local authorities."

BOGNOR DISPUTE Bigger Bonuses Granted

The Tribunal's award on cost-of-living bonus, given on December 28, against Bognor Regis urban district council, is similar to, although not identical with, that made against the borough of Lytham St. Annes in November, and reported in LOCAL GOVERNMENT SERVICE last month.

NALGO, which was represented by Mr. J. B. Swinden, organising secretary, claimed that Bognor Regis should pay to its staff a cost-of-living bonus in accordance with the scales decided from time to time by the National Whitley Council.

Bognor, NALGO pointed out, was not a member of the provincial Whitley Council for its area, and had consistently refused repeated requests that it should pay the national awards endorsed by that council. It had approved bonus payments from time to time on the following scales:

June 1, 1940—3s. per week to each officer earning up to £200 per annum.

Jan. 1, 1941—4s. per week to each officer earning up to £200 per annum.

Aug. 1, 1941—10 per cent to all staff earning up to £300 per annum.

Bognor, which was represented by Counsel, Mr. Erskine Simes, resisted the claim on two main grounds:

Its ratepayers could not afford the additional cost of the Whitley Council award, estimated at £1,140 per annum, more than a penny rate; and

The council was not, and never had been, a member of the Southern Home Counties provincial council.

In its award, the tribunal ordered the council, from December 1, 1942, to pay a bonus on the following basis:

Officers under 18—4s. per week.

Officers aged 18-21—6s. 6d. per week.

Officers over 21 and earning up to £250 per annum—13s. per week men, and 10s. per week women.

Officers earning £250-£500 per annum—12s. 6d. per week men, and 9s. 6d. per week women.

It will be seen that this award—which represents a marked advance on the bonuses hitherto paid at Bognor, both in amount of bonus and in the range of salary upon which it is payable—is identical with the current Whitley Council scale in respect of men between 18 and 21 and men and women over 21 earning up to £250. It gives 1s. 6d. a week more to women between 18 and 21. It is below the Whitley scale in respect of officers under 18, who, under that scale, get 6s. 6d. (men) and 5s. (women), of officers earning between £250 and £500, to whom the Whitley scale gives 6d. a week more, and of officers earning over £500, to whom the Whitley scale gives £24 a year.

The award is identical with that given by the Tribunal in the Lytham St. Annes case save in respect of men over 21 earning under £250, who at Lytham St. Annes get 13s. 6d. per week whereas at Bognor they will get 13s. The Tribunal has given no explanation of the reasons which led it to make this small and, to all appearances, puzzling difference.

the glory on their wings . . .



Night raids . . . Daylight raids . . .

Intruder raids . . . into the dawn—

across the bars of sunset, through rain and storm:

BUT . . . whatever the weather—cloudy or clear—

there is always . . . always a glory on their wings—

for they go to avenge the innocent,

to break the tyrant, to release

a continent from slavery . . .

to save mankind.

No enterprise more glorious in the
story of the world,

Once they were few, now they are many—

they must be more—more—and still more,

until only *they* darken the new dawn . . .

and their tenuous shadows

are the only darkness on the fields . . .

and tents . . . and towns of Europe.

MORE . . . still MORE.

* * * *

Until this glorious consummation is achieved, we of the Trade Union Movement cannot pause or relax. However hard we work, however much we deny ourselves, however much we save from our earnings, our best must be counted short of our needs until Victory is in our grasp. . . . Are you sure that you are saving ENOUGH?

IN her article, "Women Can Win Their Demands," in the December journal, Miss G. S. Mitchell, tells women that they have only themselves to blame for the non-recognition of their ability. She points out how stupid we are in contrast with our male colleagues, who, even though some of them are stupid, are clever enough to disguise the fact. She pleads with us to try and mend our ways, work hard, and stop being vindictive towards each other. She makes a plaintive plea (my eyes are still wet) for our men colleagues to take pity on us and give us a helping hand in time of need.

This sort of feminine sycophancy towards the male sex may be traditional, but is most damaging to the claims of both men and women alike. The superior mental capacity of the male sex cannot be proved by any known facts, either biological or historical. I have met many stupid women; I have also met many stupid men. Genius does not appear to be the monopoly of the male sex.

Let us get down to fundamentals. The cause of women's unfavourable position is social, and is entirely unconnected with personal behaviour, psychological and other differences as between men and women as individuals, and so on.

In the past, women have been economically dependent on men, and the average woman has spent all her time in the conscripted atmosphere of the home while the man has developed wider interests through his work and because the provision of his physical comforts and necessities, and the care of his children, have been undertaken by his wife. This state of affairs, in varying forms, has obtained throughout the period of civilization, and has been acquiesced in by the State institutions.

Recently, however, a change has taken place. The development of large-scale industry has required women as well as men to be brought into the productive life of the nation, instead of playing the passive role of housewife. However, after centuries of economic inferiority, it is now assumed that, although called upon to work side by side with men on the same kind of work, women are not as valuable as men and must, therefore, work for less remuneration. Women in some branches of industry have been used as cheap labour to displace men.

Now, since the problem is a social one, it follows that its solution must also be a social one. Women must organise, and can achieve their aims through trade union organisation. Women engaged on the same work side by side with men will understand that the "rate for the job" must be the same for women and men alike. The men must understand it is in their own interests (and not a favour to the women, as Miss Mitchell presents it!) to support this claim.

The organisation of women is one of the most important tasks of the trade unions at the present time if, after the war, our standards are to be advanced and not adversely affected. Our NALGO women's sub-committees are doing splendid work up and down the country, and this work must be done in full collaboration with our male colleagues—there must be no isolationist or feminist tendencies. The women's problems must be known to the whole membership of NALGO and must be discussed at branch meetings. The attitude that women's problems can be "left to the ladies" should be discouraged. Only by a full understanding of each other's problems can the male and female membership work in concert and achieve the maximum benefits. Any injustice perpetrated on the women and unchallenged by the membership as a whole makes it easier for a similar injustice to be perpetrated on the men.

Women want recognition by the State as

the equal partners of men socially, industrially, and professionally. We will fight sex discrimination such as is expressed in the Personal Injuries (Civilian) Scheme which gives substantially less pension and injury allowance to women than to men who sustain war injuries and war service injuries. The war has proved that women can effectively perform work hitherto regarded as "men's jobs," and we are asking for recognition of this fact by

READERS' FORUM

Owing to pressure on space, many letters have been held over this month. Letters for publication in the March journal must reach the Editor, 27, Abingdon Street, London, S.W.1, by February 15.

"equal pay for equal work" with equality of promotion prospects. Article 122 of the Soviet Constitution (drawn up in 1935) states:

"Women in the U.S.S.R. are accorded equal rights with men in all spheres of economic, state, cultural, social and political life."

Our Soviet Allies have guaranteed the equality of women by law. Have they gone one ahead of us?

Walthamstow. MARGARET JEAVONS.

Retort to Mr. Knight.

IN his letter commenting on my article, "Women Can Win Their Demands," Mr. F. E. Knight pays me the compliment of considering me shrewd. I regret that I cannot return it.

He apparently considers that the "unwomanly" behaviour of the militant suffragettes has directly caused a decline in the marriage rate, an even more marked decline in the birth rate, together with a reprehensible taste for motoring, an increase in juvenile delinquency, and the slaughter of thousands of eligible young men in two major wars.

If we are to catalogue the catastrophes of the last 35 years I could add to this list, but if the diversion of women's interest from the home alone can logically, if not actually, be said to have caused the first three, the cause of two major wars, not to speak of the tragedy of economic depression and unemployment can surely not be laid entirely at the door of the women who are still in the minority in public affairs. Could not perhaps the "unmanliness" of the men behind some of our pre-war contributions to world and home affairs also be blamed?

To return to our own business, Mr. Knight adjoins "sweet young maidens" not to listen to "frustrated frigid females," but I claim for them the right to listen to everyone who speaks on their behalf or about their affairs, and ask them only to form their own judgment. Women who attend NALGO conferences do desire honesty because they desire progress and one is necessary to the other. We may be slightly frustrated—what adult male or female, married or single, is not? But we are not so frigid that we desire our younger sisters to be ill-paid drudges performing only uninteresting and routine tasks.

The ability to do any job of work efficiently is no bar to matrimony, and to make a success of your single life and your co-operation with your workmates should be a good omen for a happy married life.

In conclusion, I must record, as Mr. Knight so pointedly ignores it, the invaluable work done in public life by women, both married and single on behalf of mothers and children. Even chaining themselves to railings and the consequent civil punishment and social banishment did not alter those women's desire to serve humanity, and they and their successors have done great work.

Transport Dept., G. S. MITCHELL.
Sheffield.

Justice, Not Selfishness

I LOVED Mr. Frank Knight's letter. It is so easy to answer.

His first paragraph, however, in which he points out that men are "usually most polite to women whose views they dislike," and "positively rude to women they love," requires comment rather than answer. It is a sad reflection on the male sex, and I sincerely hope it is not true. There could hardly be a more effective way of discouraging women from marrying. Women usually expect to be happy when married, and even wives appreciate courtesy. If the married state must be regarded as destroying, or even tending to destroy, common courtesy between men and women, who can blame the women for finding less than contentment in the contemplation of domestic "bliss"?

Mr. Knight goes on to accuse women who desire equality with men of acting selfishly with regard to the rights of mothers. On the contrary—women who desire the establishment of equality do so because they wish for a rational wages policy, just to everyone. Of course, they realise that the achievement of equal pay will not attain that end without adjustment of State policy with regard to family and dependant allowances, income-tax relief, and the removal of many present illogicalities with regard to the status of married women. They do not desire the large proportion of men (68 per cent of those between 20 and 60—1931 census) who have no wives to support, and women without dependants (not so many as is commonly supposed: the Royal Commission on the Civil Service in 1931 showed that only 63 per cent of women with over 7 years' service, and only 16 per cent with over 20 years' service were without dependants) to benefit at the expense of housewives. At present nearly all women are placed at a financial disadvantage merely on account of their sex, while more than half of the working male population is drawing higher pay than its unmarried state justifies.

Mr. Knight declares his preference for warm, sweet, lovable, marriageable girls. Has he ever considered what a grand thing it would be for the nation's homes and for future generations if more men had the "sense" to love and marry women who are not only warm and sweet, but also wise and intelligent? These are the women who, like their intelligent husbands, have interests and ambitions wider than the narrow confines of cooking, dusting, and ironing napkins (which only men can think romantic).

Mr. Knight's apparent belief that emancipated women are responsible for "thousands of eligible young men" having been "slaughtered in two major world wars," is, of course, just a schoolboy howler. But I perceive what lies behind it. He recognises the enormous political potential of women, and he is terrified. No wonder he wants to shove them back into the kitchen and close the door quickly! He sees in them a serious menace to the supremacy of men. I shall not, naturally, attempt to allay his fears by denying their validity. He may even be right. But I wonder whether he has ever heard the view (recently revived on the radio) that the chances of sustained peace would be greater if there were more women in politics, for women are, as a class, more interested in "setting their own house in order" than in the wiles and intrigues of foreign diplomacy, and in throwing their weight about abroad?

There is only one way of raising the status of wife- and motherhood, and that is by raising the status of women in every respect.

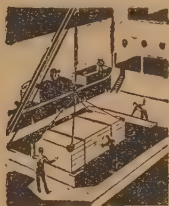
"IMMORTAL HELEN."

(Continued on page 306)

Ministry of*War Transport*

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We've got to make transport users understand how vital it is to get vehicles on roads and running lines and out of loading bays and sidings as quickly as possible. Will advertisements help to show them the need? We think and hope so.



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WE MUST GET AN EVEN

QUICKER TURNROUND

(Continued from page 304)

"Not a Square Deal"

I HAVE "dreams of love, marriage, and babies," but, like many, I must wait till the war ends and my sweetheart comes back to me before they can be realised. I also have dreams which affect the community, hopes of the realisation of a new and glorious Britain, hopes which have been tempered by experience and strengthened through adversity.

I sincerely hope, however, that Mr. Knight will not class me with the type of female he describes as uncertain, coy, hard to please, and lacking in "marriageability," when I state that I honestly don't think that men give us women a square deal. I was brought up among boys and somehow the sense of justice they instilled in me does not seem to be born out by men.

In the meantime, however, there are messes to be cleared up and reforms to be effected—so we shall just have to get cracking (men and women), forgoing reward and abandoning self for what is a truly great cause, the health and happiness of the generations which will in time be created through the medium of the love of the men and women of to-day.

"19-YEAR-OLD BRITISH MAID."

RECONSTRUCTION REPORT**Publication Premature**

I HAVE to-day received a copy of the NALGO Reconstruction Committee's Report, and beg to enter a strong protest at the contents thereof.

Up to this moment no opportunity has been given to the members of the National Executive Council to give their considered opinion on the various recommendations involved, and in my opinion before such an important report received the light of day it should have been sent to the district committees and to branches for their consideration.

I strongly object to any body of local government officers being abolished without such officers being given the opportunity of stating their case.

I am of the opinion that any necessary reform of local government can best and soonest be achieved by agreement between the employers' associations, assisted in their deliberations by officers actively connected with the work of local authorities, rather than that one set of employers, or one set of officers, should be permitted to decide the fate of the others, who happen to be inadequately represented on Reconstruction Committees.

The Castle, Exeter. R. T. SHEARS,
January 11, 1943. N.E.C.

In fairness to the Reconstruction Committee we must point out that it does not recommend the abolition of any body of local government officers. What it does recommend is that the work now performed by a large number of small local authorities should be transferred to bigger all-purpose authorities—and that, surely, would be to the advantage of the officers transferred. Nor is there any question of the Committee "deciding the fate" of any section of officers. It has no power to do so, and its Report is put forward simply as an expert contribution to a problem for which the Government alone can provide the solution, in consultation with all the interests concerned.

"DON'T PASS THE BUCK, NALGO!"**A Voice from the Forces**

The following letter, expressing the views on NALGO's present and future policy of a member serving with the Middle East Forces, was sent to his branch secretary, with whose permission we publish it. We shall welcome the opinions of other serving members.

I HAVE received a copy of the July issue of LOCAL GOVERNMENT SERVICE and have read the report of the proceedings of the 1942 Conference. I am delighted to see that NALGO is showing vigour in all its activities.

One feature which struck me, however, was the tendency of some delegates to "pass the buck" by deferring contentious problems until "the end of the war." As a Serviceman who seems fated to be away from England until that happy time, and perhaps longer, I cannot agree with this policy. I believe that matters can be better settled by those who have continuity of experience rather than by those who may have been out of touch for a long time with conditions at home. I do not think it possible to put the war in a small compartment out of which we can step and resume our lives where we left off. The world is passing through a time of change and NALGO has a very important part to play now. The potentialities of NALGO must be developed to the fullest extent: what we want when we come back is a live organisation which has seized every opportunity for service presented during the war and has been undeterred by the risk of failure. I feel that these are times of golden opportunity, and I should like to see a vigorous progressive policy pursued in every branch of NALGO's work.

I appreciate the thoughtful consideration for the interests of serving members displayed at Conference, and I feel satisfied that we shall be well served by the N.E.C., local committees, and members, whom I urge to institute in our name a visionary programme and execute it in the spirit of a crusade.

If, to strengthen the organisation and increase the Association's efficiency, it is found necessary to make an additional levy, members ought to agree to make the sacrifice willingly—the future of NALGO is our future also, and in making our Association strong we should be ensuring for ourselves real and material benefits well worth the extra cost.

BOLTON—AND AFTER**Limits of Arbitration**

THOUGH the Bolton Judgment has given legal sanction to compulsory arbitration on staff matters, we must beware of thinking that it will bring the millennium for local government officers. Arbitration has serious limitations. It is accepted, even fostered, by employers in time of war, when labour's hand is strong—in contrast to the position in peace time—for the reason that it limits the claims of labour for higher wages and better conditions to "reasonable" ones, as opposed to "inflated" claims. Public opinion supports this attitude today because "equality of sacrifice" includes the holding back of isolated and special wage increases which would create a big gap between peacetime and wartime standards.

In practice, arbitrators tend to recommend minimum "reasonable" standards and to raise the rates of the worst-paid while limiting improvements in the upper wage levels. Thus, farm workers, dockers, miners, etc., get substantially better wages, while those of the better-paid "black-coat" remain relatively stationary. While arbitration, therefore, tends to achieve the immediately desirable result of raising the standards of the poorer sections of the community, it ignores the long-term need for an improvement in the general conception of satisfactory standards.

The moral is that use of arbitration machinery does not reduce, but rather increases, the need for strong organisation of labour—especially after the war. A further moral is that it emphasises the need for "blackcoats" to recognise that their own interests are bound up with those of their "manual" friends and with the struggle of the latter to improve their standards of living.

16, Rodney Gardens, S. H. HASSELL,
West Wickham, Kent. L.C.C. Branch.

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THE BEVERIDGE PLAN**Full Support Urged**

FEW will deny the view put forward in your leading article that the success of the Beveridge Plan is dependent upon a planned economy and the elimination of large-scale unemployment. But, while we shall need a planned economy in post-war Britain, it is important that we should get the right type of planned economy. A democratic economy is to be supported, but an economy set up by big business is the root of Fascism, and must be fought.

To my mind, the prevention of mass unemployment is impossible under the capitalist system, where goods are produced and men employed only if it pays the few who own the wealth, the land, and the factories. Until these resources are owned by the people, and utilized for the people, unemployment will continue.

As "A. L." says in his letter, a campaign is already in being to frustrate the adoption of the Beveridge Report.

Many red herrings will be drawn across the path. We shall be told that we must work longer hours for less money, that we must boost the "export drive," that we cannot have better houses, etc., because we cannot afford these things and the Beveridge Plan. No matter what obstacles are put in the way, the principle is right, and it is our duty to resist all opposition by the vested interests and monopolists.

Electricity Offices, J. C. WILLES.
West Ham.

NALGO ROLL OF HONOUR

Military

KILLED

Midwin, P/O. F., R.A.F., education dept., Salop C.C.
 Ackland, Sgt.-Obs. 32, R.A.F., asst. sanitary inspector,
 Bromsgrove.
 Bushell, Sgt.-Obs. B. F., R.A.F.V.R., Coastal Command,
 Treasurer's dept., Folkestone.
 Edge, Sgt. W. D., accountant's dept., Salop C.C.
 Eaves, Sgt. A. G. H., R.A.F., highways dept., Surrey C.C.
 Hall, Sgt.-Obs. F., R.A.F., valuation dept., Staines.
 Lampton, 2nd Lt. E., 22, Lancashire Fusiliers, water-
 works dept., Manchester (in North Africa).
 Lantox, S/A. W. L., 19, R.N.V.R., finance dept., Brierley
 Hill (off Tobruk, 1941).
 Lempstead, AC 2/J., 37, R.A.F., rating officer, Thurrock.
 Hill, L/A/C G. F., 24, R.A.F., library asst., Coventry
 (in Middle East).
 Kirkpatrick, Sgt. A., R.C.S., collector's dept., Penrith.
 Lambert, Cpl. S., 22, Worcestershire Regt., clerk's
 dept., Brierley Hill (in France, 1940).
 Law, F/Lt. J. L., 41, R.A.F., health dept., Deptford.
 Milson, Capt. F. G., 27, R.E., engineer's dept., Enfield
 (in Middle East).
 Morgan, Miss L., A.T.S., education dept., Walthamstow
 (died on service).
 Partridge, Sgt.-Pilot L. J., 27, R.A.F., health dept.,
 Brierley Hill (in Essen raid).
 Hardlow, P/O. E. D., R.A.F., city treasurer's (gas)
 dept., Nottingham.
 Hipton, F/Sgt./Obs. B. B., R.A.F., housing dept.,
 Hackney.
 Turner, A.C./I R., R.A.F., electricity dept., Battersea
 (in Middle East).
 Winfield, Sq/Ldr. J. P., 28, R.A.F., weights & measures
 dept., Sheffield (over Malta).
 Wyatt, Gnr. H., 20, R.A., social welfare dept., Sheffield
 (in India).

MISSING

Baron, Sgt.-Pilot F., R.A.F., headquarters staff (in
 Middle East).
 Bebbington, Sgt.-Pilot R. J., R.A.F., public assistance
 dept., Salop C.C.
 Blackburn, Flt.-Sgt.-Pt. A. D., 21, R.A.F., parks dept.,
 Blackpool (in India).
 Browne, Sgt.-Pilot F. M., 21, R.A.F., surveyor's dept.,
 Ridgely Wood (in North Africa).
 Buckwell, Maj. R. N. W., 21, East Kent Regt., education
 dept., Kent C.C.
 Crisp, Sgt.-Pilot R. P., R.A.F., treasurer's dept.,
 Gloucestershire (from operational flight over Germany).
 Drywood, Sgt. L. W., R.A.F., electricity dept., Hastings
 (in Middle East).
 Gould, P/O. N. L., weights and measures dept., Salop C.C.
 Hackett, Paymaster-Lt. E. T., R.N.V.R., accountant's
 dept., Northumberland (presumed killed in action).
 Heywood, Sgt. S., R.A.F., health dept., Dukinfield
 (from operations over Malta).
 Hibble, J. F., county surveyor's dept., Essex C.C.
 (believed lost at sea).
 Magee, P/O. L. H., R.A.F., treasurer's dept., Hastings
 (believed drowned, Middle East).
 Martin, Sqn. G. V., R.C.S., treasurer's dept., Crayford.
 Meadwell, F/Sgt. E. A., R.A.F., county architect's dept.,
 Holland C.C. (in Middle East).
 Richardson, F/Sgt./Pt. J. H., R.A.F., treasurer's dept.,
 Morecambe and Heysham.
 Robinson, P/O. D. R., 19, R.N., social welfare dept.,
 Sheffield (off North Africa).

Starr, J. T., South Notts (believed killed).
 Vandersteen, F./Sgt. R., R.A.F., surveyor's dept., Canvey
 Island.

PRISONERS OF WAR

Catherall, Sgt. J., R.A.S.C., social welfare dept., Bolton
 (in Japan).
 Drakley, Gnr. J., R.A., treasurer's dept., Bolton (in
 Italy).
 Dickinson, L/Bdr. L., R.A., St. George's Hospital,
 Northumberland (in Italy).
 Gettings, Capt. F. W. C., surveyor's dept., Salop C.C.
 Howells, L/Cpl. J. E., R.V.E., public assistance dept.,
 Salop C.C.
 Measures, Capt. J. B., Army Air Corps, town clerk's
 dept., Guildford (in Italy).

WANTED—A CAMERA

"Though there is so much to photograph
 here, cameras are practically unobtainable
 and very expensive," writes a member in the
 R.A.F. stationed at Lagos. "I wonder if any
 member of NALGO with an old camera he
 doesn't use would be so kind as to let me
 have it." If any member wishes to respond
 to this appeal, the editor will be glad to give
 him the address to which the camera should
 be sent.

Phipps, L/A/C S. R., R.A.F., highways dept., Gloucester-
 shire (in Italian hands after fall of Tobruk).
 Ward, 2nd/Lt. K. W., Sherwood Foresters, treasurer's
 dept., Nottingham (at Singapore).
 *Previously reported "missing."

Civilian

KILLED

Spittal, Daniel, electricity dept., Glasgow Corporation
 (while on Home Guard duties).

AWARDS TO MEMBERS

M.C.

Baker, 2nd/Lt. L. D., 22, R.E., engineer's dept., South
 Shields. Lt. Baker was injured while engaged on mine
 lifting in the Middle East. His wife is a member of the
 staff in the Newcastle divisional office.

D.F.M.

Moston, Sgt./Pt. S. P., R.A.F., treasurer's dept., Newton-
 le-Willows. Destroyed four enemy aircraft during
 operations in North Africa.
 Watson, P/O. G., R.A.F.V.R., treasurer's dept., Stret-
 ford—"for numerous operational flights as captain of a
 Stirling bomber and excellent photographs of targets
 which included Rostock, Essen, Hamburg, Saarbruecken
 and Bremen."

D.F.C.

Criswell, F/O. H., R.A.F.V.R., surveyor's dept., Bed-
 fordshire. Captain of a plane which made a successful
 attack on a U-boat.
 Hancock, A/Sq./Ldr. J. E. G., R.A.F.V.R., education
 dept., Ealing (Middle East).

MEMBERS IN NEW YEAR HONOURS

LOCAL government again figured promi-
 nently in the New Year Honours List,
 and the names of many members of NALGO
 appeared among the recipients of awards.
 Though he is no longer a member of
 NALGO, the Association will welcome with
 especial pleasure the award of the K.C.B. to
 Sir Wilson Jameson, Chief Medical Officer at
 the Ministry of Health. Sir Wilson was
 formerly Medical Officer of Health at Finchley
 and was for two years branch president.

Below we publish the names of NALGO
 members honoured. Every effort has been
 made to ensure that the list is complete, but if
 any member whose name should be in it has
 been inadvertently omitted, may we ask him to
 accept our apologies, and to notify us, so that
 his name may be recorded?

KNIGHT BACHELOR

Cecil Oakes, Clerk to the East Suffolk County Council.

C.B.E.

Dr. F. Hall, Medical Officer of Health, Lancashire
 County Council.

R. Stuart Pilcher, Transport Manager, Manchester (and
 former president of the Manchester branch).

P. J. Robinson, Electrical Engineer, Liverpool (and
 vice-president of the Liverpool branch).

O.B.E.

C. E. Boast, Borough Engineer, Croydon (and vice-
 president of the Croydon branch).

F. R. A. W. Conley, W. Clerk, Great Yarmouth.

G. Drew, A.R.P. Controller and Town Clerk, Brighton.

M. E. Habershon, A.R.P. Controller, Walsall (and vice-
 president of the Walsall branch).

R. B. Hindmarsh, Public Assistance Officer, Durham
 County Council.

D. Jenkins, Town Clerk and A.R.P. Controller, Woolwich
 (and branch vice-president and former president).

G. E. Martin, Borough Treasurer and Accountant,
 Poplar.

J. Wilson, Executive Officer, Cornwall War Agricultural
 Executive Committee.

M.B.E.

W. W. Baum, Chief Sanitary Inspector, Leicester C.C.

E. C. Claxton, Highways Dept., Surrey County Council.

A. G. Davies, A.R.P. sub-Controller and Town Clerk,
 Loughborough.

N. C. Goldsmith, Superintendent of Rescue Parties,
 Weston-super-Mare (and member of branch executive).

J. Gray, Chief Sanitary Inspector and Ambulance
 Officer, Finchley (and chairman of branch executive).

A. J. Gray, Chief Quantity Surveyor, Borough Engineer's
 Dept., Southampton.

W. M. Law, Borough Engineer and Surveyor, Wolver-
 hampton.

A. McCulloch, Chief Engineer, Glasgow.

C. H. Pollard, City Treasurer, Hull, Hon. Secretary Hull
 and District Local Savings Committee.

H. Powell, Treasurer, Aberystwyth U.D.C., Hon. Secretary
 Aberystwyth Savings Committee, President South Wales
 and West of England Division, I.M.T.A. for 1943 (and a
 past President of Aberystwyth branch).

G. V. Price, Clerk to Wrexham R.D.C. (and a member
 of NALGO since 1914).

A. M. Riddet, Town Clerk Depute and Food Controller,
 Glasgow.

A. S. Ruddock, Clerk to Whitley and Monkseaton U.D.C.,
 district Civil Defence Controller (and branch president).

R. H. Ruthven, Engineer and Manager, Gas and Water
 Dept., Ramsgate.

D. Scrimgeour, Lord Provost's Secretary, Glasgow.

BRITISH EMPIRE MEDAL

A. H. O. Glenville, Chief Training Officer and Staff
 Officer, Civil Defence Rescue Party Service, Hull.

A. S. Wilks, Bristol.

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 completed.

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ADDRESS.....

L.G.S. 118

UNDOUBTEDLY the "News of the Month" for Scotland is the new cost-of-living bonus award of the Joint Industrial Council, obtained at a meeting of the Council in Glasgow on December 23. The award, details of which have been forwarded to branch secretaries, is identical with that of the National Arbitration Tribunal in the Lytham St. Annes case, namely:

	Men	Women
Under 18	4s. 4s.	
18 to 21	6s. 6d.	6s. 6d.
21 and over and earning up to £250 p.a.	13s. 6d.	10s.
21 and over and earning between £250 and £500 p.a.	12s. 6d.	9s. 6d.

The award, which applies to full-time members of the administrative, clerical, and technical staffs (other than probationer nurses), takes effect as from December 1, 1942, and is subject to the following provisions:

The amount payable to any employee in respect of pay and war increase together shall not be less than the employee would have received if his pay had been smaller. In the case of employees who receive emoluments such as food and/or lodging, only a proportion of the war increase shall be granted equal to the proportion which the money pay bears to the value of the total pay and emoluments.

The award shall not operate so as to reduce the amount of war increase at present actually payable to any employee.

(a) Where salaries have already been increased in consequence of war-time conditions provided that, if they have not been increased to the extent provided for above, an appropriate proportion of the war increase will be granted.

(b) Where salaries are regulated by any national or district standards other than those of the Industrial Council.

(c) Where the pay of temporary staffs is regulated by current market rates.

Where a local authority considers that exceptional circumstances exist, either in regard to the staff generally or to particular classes, it may appeal to the Industrial Council against the application of the recommendations.

The staff side of the J.I.C. had previously reported a dispute under the Conditions of Employment and National Arbitration Order, 1940, which the Minister of Labour referred back to the Council in the hope of a settlement. Meantime, the National Arbitration Tribunal had issued its award in the Lytham St. Annes case, and at the December meeting the employers' side offered the same terms, with the proviso that no one should suffer a reduction under the new scheme. The staff side, knowing that the Tribunal would not give more, accepted the offer after securing a retrospective payment to December 1.

It is to be regretted that a Scottish award has, for the first time, differentiated between the sexes, but the hands of the staff side were obviously tied by the Lytham decision. On balance, although the new award is not generous, and compares unfavourably with the staff side application for a flat rate increase of 15s. 6d. per week for all officers, it does represent an improvement on the previous award, as the following comparisons show (the figures representing weekly rates of bonus):

	OLD AWARD		NEW AWARD	
	Men	Women	Men	Women
Juniors	1s. 4d. to 4s. 7d.		4s. to 6s. 6d.	
Adults				
Salary				
£105	6s. 1d.	13s. 6d.	10s.	
£150	8s. 8d.	13s. 6d.	10s.	
£200-£260	11s. 6d.	13s. 6d.	10s.	
£270-£335	11s. 6d.	12s. 6d.	9s. 6d.	
£350-£500	5s. 9d.	12s. 6d.	9s. 6d.	

New Divisional Secretary

Mr. H. Slater, who has been acting as Divisional Secretary for Scotland since September, 1941, has returned to Headquarters. His place has been taken for the time being by Mr. Alan Procktor, transferred from the Manchester Divisional Office. The change-over took place at very short notice and only the NALGO members on the staff side of

the Joint Industrial Council were able to attend at a presentation of a silver cigarette case and a leather pocket wallet, suitably "hanselled," which was made to Mr. Slater by Mr. R. Adams, the chairman, on behalf of the district committee. Mr. Slater has made many friends during his short period of office here, and there will be unanimous endorsement of the district committee's resolution recording its appreciation of his outstanding services.

George Sutherland Fraser

Scottish members will have learned with deep regret of the death of the late honorary solicitor for Scotland, Mr. George Sutherland Fraser. An obituary notice appears in another column, but these notes would not be complete without reference to his invaluable services to members in Scotland and the great loss we have sustained by his death.

News from the Branches

Congratulations to Inverness Branch, which collected all subscriptions due for 1941-42 by October 31, without a penny in arrear. Is this a record?

Also to Aberdeen and District Branch, which is now working out the details of a local scheme for part-time munition work to enable members to take an even greater share in the war effort.

Personal Note

It has already been suggested to me that "Scottish Notes" do not loom large enough in the pages of this Journal. The editor has promised more space, so far as pressure of other matter permits, providing the material is of general interest, as well as of particular note to Scotland. Will district committee and branch officers please co-operate by sending to the acting divisional secretary any items worthy of report in these columns? A. P.

Nalگو Examination in Prison Camp

"My husband has asked me to express to you his sincere thanks for the help you have given him in connection with books, etc., for his studies. Your kindness has helped him in a big way to overcome the monotony of the prison camp life."

The above extract from a letter sent to the NALGO Correspondence Institute by the wife of a Glamorgan member in a German prison camp tells its own story. In addition to working himself—with the N.C.I. courses and books—for Part II of the Diploma in Public Administration, the prisoner, an R.A.F. sergeant, is coaching seven other prisoners in his camp for the 1943 NALGO Intermediate examination.

The N.C.I. has so far sent thirty study courses to camps in Germany, and has sent advice on careers and study courses to many more prisoners. Those in Italian hands, who are not allowed to receive courses, are sent advice on suitable reading.

In addition, the N.C.I. is continuing its work for members still at home. The following letter from a civilian who has just passed the Testamur of the Institution of Municipal and County Engineers is typical of many:

"I began sitting for the exam in May, 1941, and have never failed in any parts, which is a credit to the N.C.I. May I thank you for the interest and help you have always given to my work; I can truthfully say that I have never regretted having taken my correspondence course under your supervision."

The education secretary, NALGO, Croyde, Branton, North Devon, will gladly send a prospectus of courses to any members in the Forces or in civil life who are far-seeing enough to prepare themselves now for their post-war careers.

Mr. G. S. FRASER

Hon. Solicitor for Scotland

WE regret to announce the death of Mr. George S. Fraser, M.A., B.L., Town Clerk of Aberdeen and Honorary Solicitor for Scotland.

Mr. Fraser died on December 27 last from the severe injuries received when he was knocked down by a tramcar on his way home from the Town House during the blackout.

All who knew Mr. Fraser will deplore his passing at the comparatively early age of fifty-seven. His death removes not only an official of remarkable ability but a man with a gift for making friendships in all walks of life.

He had an outstanding career at Queen's Park School and Glasgow University, graduating in Arts and Law. His whole working life was spent in local government service and his ability won him great respect.

Mr. Fraser was a warm advocate of the ideals of the Association, of which he was an active member. He had been a member of the National Executive Council and Honorary Solicitor for Scotland for the past sixteen years, and was a member of the Scottish District Committee. His counsels were always wise and far-seeing and his advice was constantly sought and willingly given.

Mr. Fraser served in the last war with the Highland Light Infantry and was severely wounded during the Battle of the Somme. After recovering, he served as a Staff Captain on the Italian front.

Mourners from all classes of the community filled the West Church of St. Nicholas, Aberdeen, for the memorial service and the Association was represented at the funeral.

The following graceful tribute to Mr. Fraser, written by Mr. A. Lindsay Stewart, appeared in the local papers:

G. S. F.—A TRIBUTE

The Town he loved will know his face no more.
His voice, now stilled in chamber and in hall,
The mind's quick flash, the jesting laughter, all
These can our memory hold, but not restore.

Accessible to all, his single thought
To end upon goodwill, as he began:
We who his kindly guidance oft-times sought
Will mourn the lawyer, yet much more the man.

What's that? Some faults he had? Why, so
have we.

But there be faults which all men hold most base,
Backbiting, envy, cruelty, and spite.
From these and others like them he was free,
And if his likeness on our hearts we trace,
What's there? A friend but gone into the night.
A. L. S.

Warm tribute to Mr. Fraser's great work for NALGO, especially in Scotland, and to his popularity and geniality, was paid by the President, Mr. E. J. Stead, at the meeting of the National Executive Council on January 16. The Association, said Mr. Stead, would be the poorer for the loss of so keen a brain and so enthusiastic a member. The Council stood for a moment in silent homage.

Mr. W. COWPERTHWAIT

We regret to record the death, on January 13, of Mr. W. Cowperthwaite, chief cashier of the Preston Port Authority, a long-standing member of NALGO, ex-chairman of the Preston branch executive, and for some years a member of the staffs' side of the Lancashire and Cheshire provincial Whitley council. He was 57, and in a few weeks would have completed 45 years' service with Preston corporation.

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(C) after an entry indicates that a sports or social club is available. Figures in brackets are telephone numbers—o. office and h. home. Names of exchanges are given only where they differ from the name of the town.

† indicates that hospitality is also offered to women members and relatives of members.

DISTRICT COMMITTEES

Metropolitan.—PERCIVAL W. BOND, C.O., Purley.

BRANCHES

Acton.—Miss J. PERGADE, T.H., W.3 (ACORn 3232).
 Alford.—W. HUNTER, Cy.B.
 Ashton-under-Lyne.—W. B. BRADLEY, E.W. (C).
 Aylesbury.—G. A. MELLOR, Cy.H. (C).
 Barking.—R. D. BROWN, T.H. (Rippleway 3930).
 Barnsley.—T. S. FARNSWORTH, T.H. (3232).
 Beavertley.—S. W. ATKINSON, M.O. (34) (C).
 Blackburn.—J. COX, 42, Victoria-st. (C).
 Bognor Regis.—A. C. TOWRT, T.H. (1660).
 †Brierley Hill.—E. J. LEWIS, C.O., Albion-st. (7693).
 Burnley.—J. M. HOLT, E.D., Manchester-rd. (C).
 Cambridgeshire.—LEO MASON, Shire Hall.
 Canterbury.—J. E. NEWPORT, M.B., Dane John (2826).
 Carlisle.—J. N. ROUTLEDGE, Gas W. (4).
 Chelmsford.—E. INNES, Essex Rivers Catchment Board, Essex Rivers House, Springfield-rd.
 Cheshire County.—H. JONES, 47, Walter-st., Chester.
 Chorley.—R. HIGHAM, T.D., T.H.
 Cleckheaton.—F. NORMINGTON, E.W. (16).
 Colchester.—A. E. GODBOLD, T.H.
 †Croydon.—A. E. ALLEN, P.A.D.; Mayday-rd., Thornton Heath (443).
 †Denny.—BURGH CHAMBERLAIN, Town House.
 Dudley, Worcs.—S. N. COLVER, Sedgley Em. Hos. (2243).
 Durham.—F. BAINBRIDGE, 22, New Elvet (C). H. B. SOULSBY, Byland Lodge, Hawthorn Tce.
 Erith.—D. H. E. HOCKLEY, C.O.
 Epworth (Doncaster).—J. S. MARSHALL, Grove Hse., Queen-st.
 †Feltham.—Miss J. I. HEWETT, C.O. (2281).
 Gillingham.—H. KING, M.B.
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 Grangemouth.—District P.A.O., Lumley-st.
 Grimsby.—J. W. L. BUXTON, T.D., M.B. (55141).
 Hinckley, Leics.—J. G. TOMKINS, 16, Station-rd.
 Hornchurch.—D. H. ELLIS, C.O., Bille-la. (3434).
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 Hucknall.—E. H. ADAMS, Hlth.D., Watnall-rd.
 Hull.—E. F. FOSTER, T.D., Guildhall (36880).
 Ipswich.—Miss E. N. EDE, S.W.D., 19, Tower-st. (2203).
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 Kilsyth.—S. WRIGHT, M.B.
 Kirkby-in-Ashfield.—L. H. JAMES, Gas D., Urban-rd.
 Kirkcubright.—W. W. KIRKLAND, C.O., Kirkcubright, or A. N. B. EDE, King-st., Castle Douglas.
 Leicester.—S. DAWSON, T. D., Abbey Park-rd.
 Lincoln.—Branch Secy., Cy. O. (monthly social).
 Liverpool.—W. HART, 22, Duchy Chambers, Sir Thomas-st. (ADV 2487).
 †Maidstone.—Miss B. W. SOLOMON, Rm. 226, Cy.H., Manchester.—Miss A. BODENHAM, W. LEAH, Guild Office, W. Barton, Mtn. 2 (BLA 6564) (panel of members offering hospitality in and outside city).
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 Middlesbrough.—J. R. WILD, M.B. (3066).
 Mitley, Leeds.—N. WIGHT, E.D., Queen-st.
 Newcastle-upon-Tyne.—V. GRAINGER, T.H.
 Newton-le-Willows, Lancs.—E. W. BUSHELL, Latham House, Cross-la.
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 Pontardawe, Swansea.—L. C. ROBERTS, Rates D., C.O. Reading.—J. H. SOWDEN-HALL, W.M.D., Field-rd. (4190).
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 Scunthorpe.—R. H. KENDALL, C.D., H.Q. Comforts Of. Sidcup.—L. W. SANDERSON, 141, Main-rd. (Foots Cray 3081).
 †Southall.—R. N. ROOK, T.H. (1374).
 South Shields.—J. COLLIER, T.D., T.H. (1380).
 Stirling.—M. BATEMAN, and R. WILSON, P.A.D., Cy.O. Viewforth; W. WARDLAW, M.B.
 †Stoke-on-Trent.—T. W. POOLE, T.C.O., T.H. (49241).
 Sutton.—Miss L. RYMIILL, 30, Autone Way (Vigilant 6060 Ex. 24) table tennis club, Thursdays 7-10.
 Walthamstow.—C. E. HARVEY, T.D., T.H., E.17.
 Ware, Herts.—E. B. CULLEN, 17, Jeffries-rd. (gramophone music).
 †Warwick.—M. HAWES, Hlth. D., Shire Hall (340) (C Old-sq., next G.P.O.).
 Weymouth.—R. W. MILLER, M.O.
 Wimbledon.—J. W. BABS, Eng. D., T.H., S.W.19.
 †Winchester.—Miss J. Y. WALSH, T.D., Guildhall.
 Wolverhampton.—S. REEMAN, Hlth.D., T.H. (22301, Ex. 13).
 Worthing.—A. KENTON, T.H. (2700).
 Wrexham.—Miss V. N. DAVIES, E.D., 4, Willow-rd.
 Yeovil.—Miss J. L. K. TILL, M.B.

PERSONAL

Birmingham.—G. F. WILLCOX, 143, Southam-rd., Hall Green, B'ham, 28 (Springfield 2254); Miss D. UDALÉ, 55, Pakefield-rd., King's Norton, B'ham 30 (K.N. 2436).
 Bromsgrove.—E. W. GOODMAN, The Pines, Stourbridge-rd. (secretary of Bromsgrove Branch).
 Cheshire.—J. DARRICOTTE, Grove House, Grove Lane (Bramhall 306) offers meals, bath, bed, snooker, table-tennis, etc., by appointment.
 Esher.—F. W. KIRK, "Holmdale," Hampton Court Way, Thames Ditton (0. 2241); h. Emsbrook 2551).
 Ipswich (Members in Navy) Mrs. G. A. HOOPER, 222, Woodbridge-rd.
 Scarborough.—H. WILSON, 32, Newlands-av.
 South Shields.—J. Y. FAWCETT, "Earldene," 11, Windermere Crescent, Harton (1000).
 Stourbridge.—J. H. CLARK, Southgate, Norton-rd. (57175).
 Windlesham, Surrey.—G. LOWE, "Kersal," Woodlands-la.

And For Women, Too

In addition to those marked † above, the following branches offer hospitality and assistance to women members and relatives of members transferred to factories in the area:
 Bilston.—Miss M. JOHNSON, Kingswood House, Wellington-rd.
 Bolton.—Miss E. HOGG, T.C.O.
 Cambridge.—Miss W. E. ALDER BARRETT, Cy. Library, Shire Hall.
 Cheltenham.—Miss B. A. RICHARDS, Hlth. D., M.O. (200).
 Chipping Sodbury.—Mrs. A. M. Barry, C.O.
 Derby.—Miss D. A. JONES, "Elmhurst," Lonsdale Place, Uttoxeter New Road.
 Grantham.—Miss M. LYNN, Hsg. D., 36, Avenue-rd.
 Lincoln.—Miss F. P. HARROLD, Infant Welfare Centre, Newland.
 Newton-le-Willows, Lancs.—Miss B. MAKIN, T.D., T.H.
 North Cheshire.—Miss ATHERTON, T.C.D., Sale.
 Rotherham.—Miss R. E. CHALLINER, T.D., M.O., Howard-st.
 Sunderland.—Miss M. WOOD, I., Melynn Garden.
 Swindon.—Miss M. HURTNOLÉ, T. (Rates) D., C.O.
 Thornbury.—Mrs. K. JACKSON, C.O.
 Wrexham.—Miss M. E. THORPE, 94, Rhosnesney Lane (2925).

SALARIES AND SERVICE CONDITIONS

EAST MIDLANDS

Kesteven C.C. has adopted the following new salary scales:

	MEN
Grade I (Juniors)	£45 (at 16) + 10 (1) + 15 (3) = £103.
Grade II	£120 + 10 (3) + 15 (2) = £180.
Grade III	£160 + 10 = £220.
Grade IV	£190 + 10 = £260.
Grade V	£210 + 10 = £300.
Grade VI	£240 + 10 = £350.
Grade VII	£280 + 15 (4) + 10 (1) = £350.
Grade VIII	£320 + 15 (5) + 5 (1) = £400.

WOMEN

Grade I (Juniors)	£45 (at 16) + 10 = £85 (at 20).
Grade II	£95 + 10 = £105.
Grade III	£120 + 10 = £130.
Grade IV	£140 + 10 = £160.
Grade V	£160 + 10 = £180.
Grade VI	£180 + 10 = £200.
Grade VII	£180 + 10 = £240.

Lindsey C.C. has added a scale for women on special work, such as audit, secretary typist, etc.—£160 + 10 = £200.

Boston B. has adopted scale I of the East Midland provincial council scales.

Affrington U.D. gave notice to its officers terminating their appointments and offering re-engagement on new terms for sick pay. The regional officer pointed out to the council and the Ministry of Labour that this action was a contravention of para. 4 of the Conditions of Employment and National Arbitration Order, 1940. The Ministry intervened and the Council subsequently withdrew the notice and agreed to a scheme of sick pay similar to that of Derby C.C.

Stafford B. has adopted the following much improved junior scales for men and women:—

£45 (under 16); £58 (at 16) + 13 = £110 (at 20).	Women: £120 + 10 = £140.
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This has necessitated amendments in the next higher scales, which are now:—

Men: £130 + 10 = £140.	Women: £120 + 10 = £140.
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Hereford C.C. has agreed to establish a joint advisory committee.

At a meeting of the East Midland provincial council on December 30, it was reported that 65 local authorities in the area were now constituent members (including four who are, by agreement, members of the Lancashire and Cheshire councils). During the year two county boroughs (Lincoln and Nottingham), five boroughs, six urban districts, two rural districts and a joint board joined the council.

All the county boroughs are now members and out of 17 boroughs and 30 urban districts with populations of 10,000 and over, 12 and 24 respectively are members.

WEST MIDLANDS

Worcester C.C. has decided to substitute the following age scales for juniors in place of the former scales, which were not on an age basis:—

NALGO ADDRESSES

To avoid delay members are asked to address correspondence as follows:

Relating to education, Approved Society, Building Society, Provident Society, Logonomia, thrift and colonies sections, printing and stationery for all sections, supply of "Local Government Service," and organisation department records to:—

The Acting General Secretary, NALGO Centre, Croyde, Braunton, North Devon. Telephone and Telegrams: Croyde 212.

Relating to Public Relations: "Local Government Service" (editorial), and Roll of Honour, to the Public Relations Officer, 27, Abingdon Street, London, S.W.1 (Whitehall 9351).

Relating to "Local Government Service" advertisements to: A. Darby's Advertising Agency, Cobham House, 24, Black Friars Lane, London, E.C.4

Relating to the Benevolent and Orphan Fund (other than remittances) to 27, Abingdon Street, London, S.W.1 (Whitehall 9351).

On all other subjects to the appropriate district office:

SOUTHERN REGION

Regional Officer (and Metropolitan District): T. M. Kershaw, 27, Abingdon Street, London, S.W.1 (Whitehall 9351).

Divisional Officer (E. and S.E. districts): F. Thomas, 54, New Street, Chelmsford, (Chelmsford 4347).

Divisional Officer (S. and S.W. districts): N. M. Woodcock, 16, The Crescent, Taunton (Taunton 2779).

E. and W. MIDLANDS AND S. WALES
 Regional Officer (and E. and W. Midland district): J. E. N. Davis, 14, Earlsbury Gardens, Birchfields, Birmingham 20 (Birchfields 5123).

Divisional Officer (S. Wales and Mon. districts): A. H. Geary, 11, Park Place, Cardiff (Cardiff 1646).

NORTH-WESTERN AND NORTH WALES
 National Whitley Officer and Divisional Secretary: Haden Corser, 2, Mount Street, Manchester 2 (Blackfriars 7668).

NORTH-EASTERN AND YORKSHIRE
 Divisional Secretary: W. Cecil Wood, 12, East Parade, Leeds (Leeds 24861).

Divisional Officer (North-Eastern district): W. J. Upton, Milburn House (A), Dean Street, Newcastle-upon-Tyne 1 (Newcastle 24900).

SCOTTISH

Acting Divisional Secretary: A. Procktor, 67, West Nile Street, Glasgow, C.1 (Douglas 0404).

Men: £45 (at 16) + 15 (3) + 10 (2) + 15 (2) + 10 (2) = £160 (at 25).

Women: £45 (at 16) + 15 (1) + 10 (6) = £120 (at 23).

The council also decided to increase the commencing salaries of Grade IV, men clerks, from £150 to £160 and of Grade II, women clerks, from £110 to £120.

Worcester C.C. has adopted the following sick pay regulations:

	Service	Full Pay	Half Pay
Under 1 year	...	1 month	1 month
1 — 10 years	...	2 months	2 months
10 and over	...	3 "	3 "

Less National Health Insurance payments.

In the event of recurring illness, an officer who has already received the appropriate full scale allowance during the 12 months immediately preceding the recurrence will not receive any further payment until the expiration of another period of 12 months reckoned from the beginning of the last illness, save that where the scale allowance has not been paid in full during the 12 months preceding the recurrence, the balance remaining under the scale may be granted. Extensions may be given in exceptional cases.

The West Midland provincial council now has 60 local authorities in membership. During 1942 the city of Worcester, the boroughs of Bilston and Lichfield, the urban districts of Kidsgrove, Redditch, and Wellington, and the Mid-Staffordshire joint hospital board joined the council. The majority of county boroughs in the area are now members, and of 23 boroughs and 19 urban districts with populations of 10,000 and over, 21 and 16 respectively are members.

NORTH-EASTERN

The following authorities have adopted the North-Eastern provincial council salary scales—Sunderland C.B., Gosforth U.D., Blaydon U.D., Newburn U.D., and Stanley U.D.

Houghton-le-Spring U.D. has increased the maximum of Grade B from £220 to £240, the age 29 for men and from £130 to £140, the age 24 for women.

Durham B. and Hartlepool B. have become constituent members of the North-Eastern provincial council, bringing the total number of members to 42.

SOUTH WESTERN

Cirencester, Paignton, and Salcombe U.D.s and Sherborne and Taunton R.D.s have become constituent members of the South-Western provincial council.

Newquay U.D. has adopted the South Western provincial council salary scales and cost of living bonus.

SOUTHERN

Abingdon B.C. has agreed to establish a local joint committee of equal numbers of staff and council.

Cost of Living 28.4% Up

The Ministry of Labour cost of living index fell one point last month to 199—28.4 per cent above pre-war level.

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STATEMENT OF ACCOUNTS

December 31, 1942

LIABILITIES		£
Capital paid up	...	15,158,621
Reserve Fund	...	12,910,609
Current, Deposit and other Accounts	...	760,094,994
Acceptances and Confirmed Credits	...	2,905,299
Engagements	...	10,299,862
ASSETS		
Coin, Notes and Balances with Bank of England	...	80,592,217
Balances with, and Cheques on other Banks	...	33,251,334
Money at Call and Short Notice	...	25,758,153
Bills Discounted (Treasury Bills £32,815,922)	...	34,696,054
Treasury Deposit Receipts	...	201,000,000
Investments	...	235,221,988
Advances and other Accounts	...	159,436,077
Liabilities of Customers for Acceptances, etc.	...	13,205,181
Bank Premises	...	8,844,446
Shares in Yorkshire Penny Bank Ltd.	...	937,500
Shares in Affiliated Companies	...	8,426,455

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